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ABSTRACT

This study sets forth the results of an inquiry made at the request of UNESCO in the 30 countries in all parts of the world by four world teachers' organizations. Three organizations represent teachers in state systems and the fourth represents Catholic education. These teacher organizations chose 35 national organizations in countries spread over the five continents to provide data reflecting the situation of teachers throughout the world. The analysis of the results of the inquiry are grouped into six sections: 1) the preparation of laws and decrees and regulations concerning education; 2) the planning and changes that have occurred in school organization; 3) the formulation of recruitment policy and organization of the training and further education of teachers; 4) the determination of professional standards and the rights and responsibilities of teachers; 5) the determination of teachers salaries and their conditions of work and employment; and (6) the preparation of curricula, textbooks, and materials, also the development of teaching methods and the orientation and organization of research. A final evaluation includes observations of teacher participation in the drafting of education laws, decrees and regulations, and the forms and degrees of teacher participation. Appendixes include extracts concerning the status of teachers. (MJM)

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Teachers and educational policy

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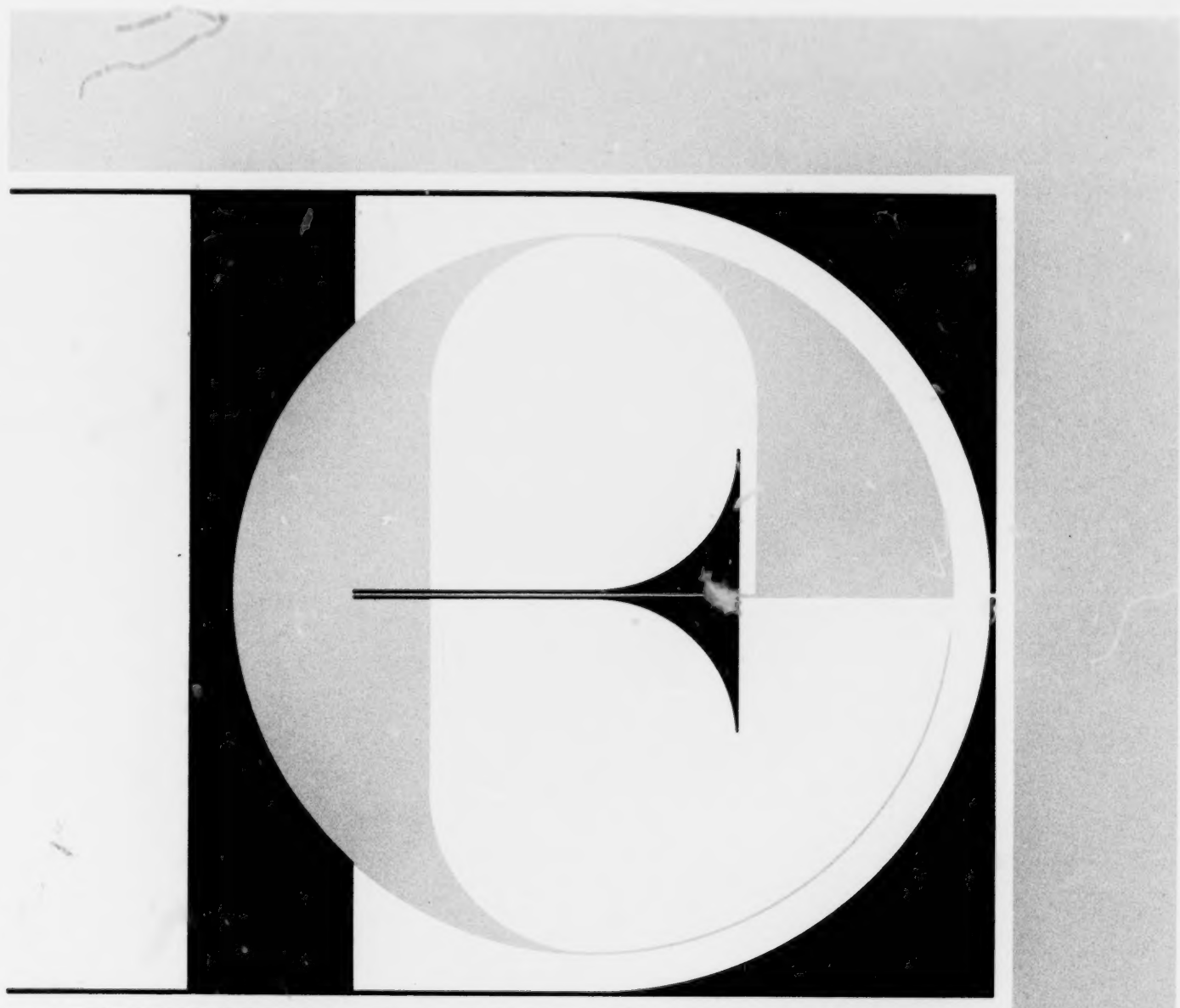

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PREFACE

This study sets forth the results of an inquiry made at the request of Unesco in thirty countries in all parts of the world by four world teachers' organizations.

The inquiry had its origin in the Recommendation concerning the Status of Teachers prepared jointly by Unesco and the International Labour Organisation and adopted by a special intergovernmental conference which met in Paris in 1966. This Recommendation, which is quoted at length in the Annex, states in particular "that teachers' organizations can contribute greatly to educational advance and they should therefore be associated with the determination of educational policy". In consequence, authorities are invited "to establish and regularly use recognized means of consultation with teachers' organizations on such matters as educational policy, school organization and new developments in the education service".

The organization, content and methods of education are being called in question in many countries, sometimes violently, and almost everywhere are undergoing far-reaching changes. Unesco therefore considered that, in these circumstances, it would be useful and interesting to publish a study for teachers and authorities responsible for educational policy, as well as for the great mass of the public interested in educational trends, giving broad and varied information on ways in which teaching staff can influence educational systems.

As the inquiry was carried out on the basis of a reference document which listed different spheres in which it was felt that such an influence could be exercised, it has not been possible to publish here all the details of the data collected. This study therefore aims at giving the reader an analysis of those data and an assessment of the results obtained. It may be hoped, nevertheless, that the variety of experiences mentioned here will help to widen the horizons of all who share in the responsibility for the advancement of education and will eventually be conducive to closer co-operation between teachers and educational authorities.

Needless to say, the ideas and opinions expressed here concerning the rôle of teachers in the determination or modification of educational policies are not necessarily those of Unesco.

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6

ORGANIZATIONS CONCERNED WITH THE SURVEY

1. International Federation of Free Teachers' Unions (IFFTU)
   37-41 rue Montagne aux Herbes Potagères,
   Brussels 1 (Belgium)

2. World Confederation of Organizations of the Teaching Profession (WCOTP)
   1330 Massachusetts Avenue, N. W.
   Washington D. C. 20005 (United States of America)

3. World Federation of Teachers' Unions (WFTU)
   Opletalova 57,
   Prague (Czechoslovakia)

4. World Union of Catholic Teachers (WUCT)
   Via della Conciliazione 3,
   Rome (Italy)

LIST OF NATIONAL REPORTS

Austria:	Katholische Lehrerschaft Oesterreichs (Austrian Catholic Teachers' Association)	(WUCT)
	Gewerkschaft der Oeffentlichen Bediensteten (Civil Servants Union) (Education Section)	(IFFTU)
Belgium:	Centrale générale des services publics de Belgique (Section enseignement) (General Confederation of Belgian Civil Servants) (Education Section)	(IFFTU)
Chile:	Sociedad Nacional de Profesores (National Society of Teachers)	(WFTU)
France:	Fédération de l'éducation nationale - FO (National Education Federation)	(IFFTU)
	Syndicat national de l'enseignement chrétien (National Christian Teachers' Union)	(WUCT)
	Syndicat national des enseignements technique et professionnel - CGT (National Union of Technical and Vocational Teaching Staff)	(WFTU)
Federal Republic of Germany:	Gemeinschaft Deutscher Lehrerverbaende (Union of German Teachers' Associations)	(WUCT)
Ghana:	Ghana National Association of Teachers	(WCOTP)
Hungary:	Pedagogusok Szakszervezete (Teachers' Trade Union)	(WFTU)
India:	All Bengal Teachers' Association	(WCOTP)
Israel:	Merkaz Histadrut Ha-Morim be-Yisrael (Israel Teachers' Association)	(IFFTU)
Italy:	Associazione Italiana Maestri Cattolici (Italian Association of Catholic Teachers)	(WUCT)
	Movimiento Maestri di Azione Cattolica (Catholic Action Teachers' Movement)	(WUCT)
	Sindicato Nazionale Insegnanti Elementare (National Union of Primary School Teachers)	(IFFTU)
Japan:	Japanese Teachers' Union	(WFTU)
Republic of Korea:	Federation of Education Associations	(WCOTP)

Netherlands:	Katholieke Onderwijzers Verbond) (Catholic Union of Teachers)	(WUCT)
New Zealand:	New Zealand Educational Institute	(WCOTP)
Nicaragua:	Federación Sindical de Maestros de Nicaragua (Federation of Teachers' Trade Unions of Nicaragua)	(WCOTP)
Peru:	Asociación nacional de Profesores de Educación Técnica (National Association of Technical Education Teachers)	(WFTU)
Philippines:	Philippine Public School Teachers' Association	(WCOTP)
	Catholic Teachers' Guild of the Philippines	(WUCT)
Scotland:	Scottish Institute of Education	(WCOTP)
Senegal:	Syndicat unique de l'enseignement laïque (Universal Lay-Teachers' Union)	(WFTU)
Sudan:	Federation of Teachers' Trade Unions	(WFTU)
Sweden:	Sveriges Lärarförbund (Swedish Union of Teachers)	(WCOTP)
Switzerland:	Conférence des présidents des établissements catholiques (Conference of the Principals of Catholic Schools)	(WUCT)
	Verein Katholischer Lehrerinnen der Schweiz (Catholic Union of Swiss Women Teachers)	(WUCT)
Thailand:	The Educational Society of Thailand	(WCOTP)
Trinidad and Tobago:	Trinidad and Tobago Teachers' Union	(WCOTP)
Tunisia:	Syndicat national de l'enseignement primaire (National Union of Primary School Teachers)	(WCOTP)
Union of Soviet Socialist Republics:	Education, University and Scientific Workers' Union	(WFTU)
United Kingdom:	Catholic Teachers' Federation of England and Wales	(WUCT)
United States of America:	American Federation of Teachers	(IFFTU)
Uruguay:	Asociación de Profesores de enseñanza secundaria (Teachers' Association for Secondary Education)	(WCOTP)
Yugoslavia:	Social Workers' Union	(WFTU)

INTRODUCTION

Out of the four world teachers' organizations asked by Unesco to carry out the inquiry on which this study is based, three - the World Confederation of Organizations of the Teaching Profession (WCOTP), the World Federation of Teachers' Unions (WFTU), and the International Federation of Free Teachers' Unions (IFFTU) - represent teachers in State systems, whereas the members of the World Union of Catholic Teachers (WUCT) are from outside the State system and, in the event, represent Catholic education.

These world organizations were completely free to choose the affiliated national organizations which were asked to reply to the "open" questions put forward by the Unesco Secretariat. There were just two restrictions imposed: firstly, the principal regions of the world had to be fairly represented and secondly, the replies had to cover the various sectors of education.

Thirty-five national organizations in 30 countries were asked to carry out the inquiry. The variation between the number of countries and the number of organizations is explained by the fact that in Austria, France, Italy and the Philippines, a dual but parallel inquiry was carried out by organizations belonging to the State system of education and the private sector. In the case of France, likewise, two State teachers' organizations took part in the inquiry: the National Union of Technical and Vocational Teaching Staff - CGT (affiliated to the WFTU) and the National Education Federation - FO (affiliated to IFFTU).

The WCOTP presented 11 national reports (from Ghana, the Republic of Korea, New Zealand, Nicaragua, Philippines, Scotland, Sweden, Thailand, Trinidad and Tobago, Tunisia and Uruguay); the WFTU, 10 reports (from Chile, France, Hungary, India, Japan, Peru, Senegal, Sudan, the Union of Soviet Socialist Republics and Yugoslavia); the IFFTU, 6 reports (from Austria, Belgium, France, Israel, Italy and the United States of America) and the WUCT, 8 reports (from Austria, France, Federal Republic of Germany, Italy, Netherlands, Philippines, Switzerland and the United Kingdom).

Since the 30 countries concerned are spread over the five continents, it may be said that, from the geographical point of view, the survey provided data reflecting the situation of teachers throughout the world. It should be noted, however, that Europe is the best-represented continent (17 reports and 13 countries). Next come Asia (7 reports and 6 countries), the Americas (6 reports), Africa (4 reports) and finally, Oceania (one report).

Taking a per capita annual income of $500 as the criterion for distinguishing developed countries, these countries appear to be better represented than the developing countries, with 22 reports and 18 countries as against 13 reports and 12 countries. It is also to be noted that the inquiry included three developed countries (Hungary, USSR and Yugoslavia) which have a socialist-type socio-economic structure.

In such a study, it is probably difficult to attribute all the importance they deserve to the socio-economic, demographic and cultural conditions which have a direct influence on the development of the trends perceptible in each country. This was the first limitation imposed on the contents of the present work. The preponderance of European organizations is a second limitation, although there are historical reasons for this, since teachers' unions first developed in Europe. On the other hand, the great diversity in the statutes and functions of teachers' organizations, whose members themselves differ so widely in their level and training, is sometimes a source of conflict between the particular interests of various categories of teachers and the more general interests of the profession as a whole. Finally, the distinction made between the collective participation of the unions and individual participation adds further to the difficulties.

Apart from these reservations, it should be mentioned that the different national reports deal only incidentally with the educational system of the country, the political power structure and trends in public opinion. Although a certain amount of information is provided on these subjects

in the answers to question No. 1 given by some of the organizations consulted, these answers cannot be considered in any way as giving a complete account of the situation.

The overall picture as it emerges from this study is, in any case, already out of date, at least in certain respects, because of the structural changes, in France, for example, which have taken place since the inquiry was made. The inquiry was conducted during 1968, a year of great upheavals in the educational policy of several countries. As a result, the forecasts concerning participation, which the organizations consulted had to make in their reports, are now somewhat inaccurate. This, however, has no bearing on the causes and scope of the teachers' claims, which remain unchanged.

The analysis of the results of the inquiry is set out under six headings, corresponding to the six points of the reference document which was drawn up by Unesco for the world teachers' organizations responsible, through their national associations, for collecting the data in the different countries.

These six points offered the associations guidelines for their "open question" research, without imposing any limitation on them. The teachers' associations were thus invited to begin by studying educational structures and programming (Items 1 and 2), then to analyse participation in training, employment and teachers' careers (Items 3, 4, 5) and finally to examine the content of education and teaching methods (Item 6).

Although, to meet the needs of the analysis, certain sections deal only with purely union matters concerning the defence of the profession's material interests, others bring out the dual rôle of the teachers' unions which is to fit the material and moral interests of the profession into the wider framework of the extension and improvement of education.

The second part of the study contains an assessment of the inquiry's results. A number of observations are followed by a summary of the different forms of teacher participation. It would certainly have been interesting to see what correlation exists between the extent of this participation and the professional category to which the people concerned belong (primary school teachers, secondary school teachers, technical teachers, etc.). The inadequacy of the information collected and the conditions in which this study was prepared made it impossible to carry out such a task.

It is, in any case, difficult to compare and to grade reports presenting "samples" that are frequently incongruous and information that is fragmentary. The processing of the results of the inquiry can therefore only manage to bring out the broad trends by making a preliminary classification of the stages and conditions of participation.

I. ANALYSIS OF THE RESULTS OF THE INQUIRY

1. PREPARATION OF LAWS, DECREES AND REGULATIONS CONCERNING EDUCATION

Before describing the conditions of teacher participation, it would be as well to give an account of the educational systems of the various countries covered by the inquiry and of the legal basis on which these systems are organized and run. The relevant information supplied by the organizations responsible for the inquiry is not in all cases sufficiently complete or precise, but the reader will find below, grouped in educational categories (State or private), facts concerning teacher participation in economically developed countries - liberal or socialist-type economies - and in developing countries.

1. State education

(a) Organizations in countries with a developed liberal economy

For this group of countries, replies were submitted by 12 organizations operating in 11 different countries. In view of the wide variety of legislations, and to facilitate analysis, the following plan was adopted: a country by country report on the machinery for teacher participation in preparing laws; an account of the data collected, showing the principal trends.

The summaries grouped below are based on inquiries carried out by the International Federation of Free Teachers' Unions (Austria, Belgium, France, Israel, Italy, United States of America); by the World Confederation of Organizations of the Teaching Profession (New Zealand, Scotland, Sweden, Uruguay), and by the World Federation of Teachers' Unions (Japan).

Austria - In regard to education, the law entrusts the Federal State with the task of establishing the principles and conditions governing the general organization of State education. The Provincial Boards of Education are competent to deal with specific provisions concerning secondary education and with the entire legislation applicable to the organization of primary and vocational education. The Provincial Boards of Education and the District School Boards are made up of teachers' and parents' representatives proposed by the political parties, and the latter have to be consulted on every bill or decree. This form of representation comes into the category of integrated collective participation, in this particular instance inside the political parties. In Austria, this type of participation may also be within the framework of the Civil Servants' Union, as Austrian teachers form part of the Civil Service (law of 1962) and are represented as such by the Civil Servants' Union (Education Section). Austrian legislation distinguishes between planning (educational policy), the service (teaching), and working conditions. Only such decrees and laws as are concerned with modifying teachers' working conditions are submitted to the Civil Servants' Union for an opinion. Although the entire initiative for introducing laws lies with Parliament (the National Assembly) and the government, the Union reports that, thanks to its own action, legislation has been modified on four occasions since 1962, although this seems to be largely due to certain members of the National Assembly.

Belgium - In view of the interdependence between education, economics and social questions, teachers, as "workers in the public sector", are called upon to take part in elaborating educational policy and improving the quality of teaching.

Such individual or group participation seems to function differently according to whether the teachers come under the State, a province or a commune. The advisory bodies, differing according to the authority which appointed them, are only very occasionally to be found at the level of the province or the commune.

At the national level, the National Council for State Education, founded under Article 7 of the Law of 22 June 1964, has been given the specific task

of preparing the laws concerned with the organization of education, structural reforms, organic changes in educational establishments, and methods of training teachers and enabling them to benefit by continuous further education. The Ministry and Parliament are assisted by an advisory body comprised of teachers, appointed in a personal capacity by the King, and trade union delegates appointed in proportion to their representation in the Ministry of Education's Trade Union Consultation Committee. The votes taken are not binding, since the Council can only propose draft resolutions.

The Trade Union Consultation Committee expresses opinions which form an important element in preparing the laws and regulations concerning teacher status, for which it is answerable. Its opinion must be mentioned in the preambles to decrees concerned with these questions, and whenever the competent authority fails to act upon the advice of the Committee, it is required to justify its reasons for doing so in writing.

A "Teachers' Charter" and the statutes of the various advisory bodies are established by an organic law. In addition, the professional organizations may always exert pressure on the ministries, either to have an opinion transformed into a decision, or to oppose a bill, the final decision being left to the State.

France - The French educational system, which has so far been highly centralized, is subordinated to the National Assembly and the Ministry of National Education. The Higher Council for National Education, as a consultative body, may advise on all major legislative measures, but the government is not obliged to follow its advice. The Council consists of 80 members, of whom 25 are the elected representatives of the teachers, with representatives of the parents' associations, students' associations and workers' and employers' organizations.

The National Vocational Consultative Committees for Technical Education (Commissions nationales professionelles consultatives de l'enseignement technique) enjoy a wider degree of decentralization and greater powers in regard to adopting regulations. The teachers may also make their views known through the various committees (official and unofficial) of senior civil servants. In addition, the government may appoint teachers in a personal capacity to the various committees.

The two organizations which carried out the inquiry note that claims are frequently pushed in such a way as to exert pressure on the government and on the Higher Council's permanent section which is appointed by decree and is responsible for examining questions submitted to the plenary assembly of the Council. However, these organizations recognize that the current trend is in favour of more frequent consultations.

Israel - Laws concerning education are prepared by the Minister of Education and Culture and to an even greater extent by the Education Committee of Parliament. The Committee, whose agreement must be obtained by the Minister for every bill, may consult teachers individually or as delegates of the Israel Teachers' Association. The Association, although its participation is not legally recognized, may exert pressure on the Committee in order to defend its interests before the Committee. On the other hand, the Association occupies 10 seats out of 66 in the Educational Council, which is made up of delegates representing the public services and civil servants. The Council also includes teachers appointed by the government in a personal capacity. Its rôle is purely consultative and it meets only when convened by the Minister, who is not in any case legally obliged to do so, and who decides the Agenda for each meeting. Action taken by the Israel Teachers' Association is generally in the form of recommendations, reservations and comments on bills submitted to the Parliamentary Committee, which has to be consulted by the Ministry.

Italy - In the matter of framing laws, the initiative lies with Parliament, the position of the unions being defended by the parties to which they are allied. The case is different where decrees and regulations are concerned, these being the responsibility of the executive power. The various unions are consulted as such, at both national and provincial level. In addition, decrees, regulations and orders issued by the Ministry of Education are "generally" submitted for comment to the Council for Public Education, whose teacher members are chosen via official elections, whether they belong to a union or not.

Japan - In Japan, where the educational system is one of regional self-government, the core of the legal apparatus is established by the government. The teachers' organizations are not guaranteed any legal right to participate in framing laws, the texts of which are prepared by bodies which consult teachers in their personal capacity. The teachers are entitled to form unions, but are obliged to register, and according to the Japanese Teachers' Union (J. T. U.), which is the most representative, this falls under the heading of the discrimination forbidden by Convention No. 87 of the International Labour Organisation. Teachers may negotiate, but since 1960 the government has ceased to consult the J. T. U., nor is there any law obliging it to do so. The additional fact that teachers, being regarded as civil servants, have no right to strike, restricts the ability of their organizations to take unofficial action.

New Zealand - The educational system is governed by laws adopted at national level, in this particular instance by the Education Act and Regulations. The Ministry of Education determines educational policy and grants a certain degree of self-government

to the ten district Education Boards. The Ministry of Education works in co-operation with the unions grouped in the New Zealand Educational Institute (NZEI), whose proposal to set up an Educational Committee to act as a consultative body at national level has been accepted.

The Education Act of 1964 confirms the right of teachers to form unions and defines the conditions required for the latter to be recognized. The unions have been successful in having the law limited to general principles only, so as to leave room to negotiate on specific points and, by means of regulations concerned with one precise and limited subject, to facilitate a gradual evolution of structures. The point is of importance, since laws that refrain from defining every detail leave the unions with a great deal of scope for participation. The unions are consulted on the final text of regulations arising from the Education Act, and may express their views on the successive versions before these are submitted to Parliament. At district level, they are in a position to approach the local authorities, to make certain that the education laws are correctly applied.

Scotland - In Scotland, where a Secretary of State is responsible for education at government level, the administrative organization of education is highly decentralized. The teachers are represented in 29 education committees out of 35 responsible for the organization of education; the regulations of the committees vary considerably and provide a wide range of conditions for consultation and co-operation with the teachers. In most cases, the teachers' union is consulted when laws and regulations are being prepared. The general laws fall within the competence of Parliament and the Secretary of State but regulations are a matter for the Scottish Education Department, acting in close liaison with the representative organization of Scottish teachers (the Educational Institute of Scotland) which is invited to designate members of the working committees responsible for preparing the various plans concerned with the organization and content of education.

Sweden - Teacher participation is on either an individual or a group basis. In some cases, the law provides for group participation. Questions of national importance are handled by the Central Organization of Salaried Employees, the Central Organization of University Graduate Workers and the National Civil Servants' Union, to which the teachers belong. For other questions, the Ministry of Education and its regional services negotiate with the unions of the various categories of teachers. Procedures are being devised for contractual agreements reached between individual teachers and establishments, and endorsed by the authorities.

The Committees which draft bills may designate representatives of the teachers' unions as members or experts, the names being selected from a list presented by the union. As a general rule, the unions may express their views before a bill is submitted to the Committee for approval, and they are also entitled to suggest amendments.

United States of America - In regard to educational policy, the Federal authority merely lays down the general principles governing freedom and the right to education, recognized in 1964 by the decrees of the Supreme Court (Brown versus the Education Board of Topeka) forbidding all segregation in the schools.

For the rest, the Federal Government's action consists mainly in granting financial aid to education.

Under the Constitution, each State organizes its own educational system. The State Board of Education and the local education boards play a decisive rôle, the latter being responsible for adopting the educational regulations and getting them applied. The teachers, on their side, are the employees of each local education board and, under the Taylor Law (a Federal law promulgated in 1967), they may take part in collective negotiations. This right to participate is also recognized by the local legislation (statutes) of certain cities, where "agreements" are signed between the boards and the unions; for example, Seattle (Washington), Cleveland (Ohio), Detroit (Michigan), Chicago (Ill.), New York (N.Y.), etc. Some States, on the other hand, like Louisiana, are against the very idea of such agreements. Although these agreements are mainly concerned with conditions of employment and salaries, there is a growing tendency to examine questions which affect the structure and content of education. Since 1965, for instance, the State of Washington has recognized the right of the teachers' representative organizations to discuss and negotiate with the education boards before the latter take any final decision on changes which are to affect educational policy (curricula, textbooks, further education for teachers, etc.). The status applied to teachers in the United States of America - that of "public employees" - legally places them in an intermediate category between civil servants and employees on a contract basis. The American Federation of Teachers states in its report that teachers, being "public employees", are generally regarded as "government employees", belonging to the civil service, and as such, find themselves prevented by law from taking part collectively (as a corporation) and individually (as contract employees) in collective agreements.

It should be added that the "agreements" signed in recent years between the teachers' unions and the education boards aim at offering teachers a built-in guarantee of security of tenure, particularly from the point of view of political and professional freedom. While it is true that as far as preparing educational laws and regulations are concerned, the administrative body intends to retain its legal right to initiate legislation, it must be

acknowledged, in accord with the American unions, that it is entitled to do so only to the extent that, as happens in most States, the administrative body - in this particular case the Board of Education - is made up of elected members and includes representatives of the teachers and the parents. It is then representative enough to appreciate local requirements.

Uruguay - The educational system is run by independent councils with no direct intervention on the part of the Ministry of Public Education. Secondary education is placed under a National Council for Secondary Education, consisting of a director and six members, three of whom are teachers. The report sent in response to the inquiry does not specify whether the teachers serve in a personal capacity or as spokesmen for a trade union. On the other hand, the members of APESU (the association to which secondary school teachers belong), which submitted the above-mentioned report, will participate in the deliberations of the committees set up by the National Council to prepare laws and regulations for secondary education.

(b) Organizations in countries with developed socialist economies

The three organizations belonging to this group are affiliated to the World Federation of Teachers' Unions (WFTU). The laws in their respective countries have a greater degree of homogeneity and more points in common than those in countries with a developed liberal economy. A distinction should, however, be made between the Union of Soviet Socialist Republics and Hungary, on the one hand, and Yugoslavia on the other, as the system of communal and social self-management in Yugoslavia puts that country in a category apart, even in regard to preparing laws, decrees and regulations. The situation in these three countries will be examined in the order quoted and, as far as possible, emphasis will be laid on the basic features of the organization of their educational systems and their methods of preparing educational laws.

Union of Soviet Socialist Republics - What is striking in the system of public education in the USSR is its unity and the particular rôle played by the unions. Legislation in the USSR distinguishes between two types of laws: those which are of national importance and those which are not. Laws in the first category fall within the competence of the USSR Council of Ministers and the Councils of Ministers of the Republics. They have to be approved by the Supreme Soviet of the USSR and the Supreme Soviets of the Federated Republics meeting in plenary session. Where draft laws are not of "national importance", they come within the jurisdiction of the Ministers of Public Education of the Union or the Federated Republics, but the report does not specify at what level the national or local importance of the various texts is determined.

Laws, decrees and regulations are prepared in various stages. The Supreme Soviet of the Union and the Supreme Soviets of the various Federated Republics convene special committees for public education, culture and sport, made up of education workers' deputies, civil servants (on a permanent basis), public education bodies and other "persons concerned" (the report does not explain what category of persons this term covers). The special committees work with other parliamentary committees; for example, the Standing Committee for Foreign Affairs of the Supreme Soviet of the RSFSR, which is competent to deal with the questions concerned with the teaching of modern languages. The unions of workers in public education are invited to participate in the deliberations of these committees. As regards organizing in unions, the teachers are grouped in a Union of Workers in Public Education, consisting of primary and secondary school teachers and the non-teaching staff in primary and secondary schools. In co-operation with the unions of workers in higher education and research institutes, this Union participates in the preparation of draft laws. This right to examine, together with the right to propose the adoption of new laws or the modification of existing ones, is guaranteed by the Constitution, the Labour Code, the regulations governing the rights of factory and workshop union committees, and the resolutions and decisions of the congresses of the Central Council of Unions and the aforesaid Union of Workers in Public Education. As can be seen, the structure of the Soviet State as such makes the Soviet unions very different from their opposite numbers in countries with a liberal economy. The Labour Code and the Regulations, for example, serve as an organic law for teachers. The resolutions of the congresses are directly incorporated into the constitutional law of the Soviet State, just as the teachers, as far as their actual corporative structure is concerned, are integrated directly into the general organization of the workers. According to the report of the Union of Workers in Public Education, "these documents (concerning labour legislation) confirm the increased part played by the unions in constructing the State and the economy". This dispersion of the State's power, taken over at the union level itself, is a fundamental point for anybody who wishes to understand the way in which educational laws are prepared in the Soviet Union and what is original in that procedure. The local union committees may play a direct part in preparing educational laws. It should be noted that, at the time of the promulgation, in November 1966, of the Decree of the USSR Council of Ministers and the Central Committee of the Communist Party of the Soviet Union entitled "Measures in favour of the continuous improvement of general secondary education", the union had an article adopted on the need to increase parents' responsibility and hence to set

up committees to aid families and schools to educate the young at their places of work and in educational institutions.

Hungary - The Hungarian system is, as far as principles are concerned, very close to the Soviet system. As in the case of the USSR, in addition to the individual participation of teacher-delegates or teacher-members of the soviets (councils). the Teachers' Trade Union acts as a legal partner in preparing decrees and resolutions concerned with the living and working conditions of teachers. The Union's report lays particular stress on its right to participate in preparing regulations or directives for the application of the law, that is, it emphasizes its rôle in everything concerned with implementing the laws adopted by the government or parliament. In the process of elaborating texts of a technical nature for the direct regulation of education, the Union therefore exerts its influence before the stage of deciding on their practical contents - or, in other words, after the decision has been taken on the actual principles involved. For example, the legislators are at all times informed of the views of the representatives of the educational sector directly affected by the draft law concerned. The Union is also consulted at this level through its working committees, which are active in the various sectors of education. The draft texts are frequently sent to the teachers concerned, who then submit written proposals to the competent bodies of the government and the union. As in the USSR, the Union acts as co-legislator. By virtue of the Constitution of the Hungarian People's Republic and the Labour Code, the Union may propose new texts or amendments to existing laws. The Labour Code even specifies that, on this point, the government is required to provide a detailed reply to the proposals of the Union, which determines, in conjunction with the government, a procedure for consultation, laying down the methods of working together to establish decrees concerned with the living and working conditions of teachers.

Yugoslavia - The People's Federative Republic of Yugoslavia has a federal structure based on self-management, with the result that its educational system is different from that of the USSR and Hungary. It is the Federal National Assembly which determines the basic principles of the laws concerned with educational policy. The law provides that at the level of the Republics, all competence in regard to education is invested in the Secretaries for Public Education. At local level, the self-managing bodies of the schools and other establishments issue regulations within the bounds of their competence. The teachers are represented in bodies at all levels and also in the Council for Education and Culture of the Federal National Assembly. The staff of scientific, educational and cultural establishments send elected delegates to the Council. Each Republic has a Council for Education and Culture, a full partner of the Assembly of the Republic, just as the Council for Education and Culture of the Federal National Assembly is the privileged partner of the Federal Executive Council, the executive organ of the Federal National Assembly. The teachers and their union submit their views to the various councils.

As in the USSR and Hungary, the Union grouping Yugoslav teachers is a union of workers concerned with defending the interests of the staff in the various services to which the teachers belong. Public discussions at the level of the commune, the Republic and the Central Council of the Union are organized by the latter, which undertakes to bring the views of the staff to the notice of the powers responsible for educational legislation. Mention should also be made of the fact that the following professional organizations of the various sectors of education are also consulted: the Society of Teachers, the Society of Psychologists, the Society of Adult Education Teachers and the Yugoslav Union of Teachers' Societies. These societies group the various professional associations at national level. At local level, the school associations, whose competence seems to be limited mainly to regulating working conditions, also take part in discussions. Apart from the Federal Constitution and documents concerned with the principles of self-management, there is no organic law or labour code to regulate such participation.

(c) Organizations in developing countries

The countries in which the inquiry was carried out are listed continent by continent, in the following order: Africa (Ghana, Senegal, Sudan, Tunisia); Asia (India, Republic of Korea, Philippines, Thailand); Latin America and the Caribbean (Chile, Nicaragua, Peru, Trinidad and Tobago).

AFRICA

Ghana - Virtually all legislative power in regard to education is vested in the central Ministry of Education. Under the Education Act of 1961, the local authorities must help in this task within the limits of their competence, but in fact it is the Boards of Governors who apply the ministerial regulations at the level of secondary education. The teachers' organizations are not represented in the agencies responsible for preparing the laws, and appear to have no means of action in this field.

Senegal - Legislative power is vested in the National Assembly, but the President of the Republic may personally submit to it bills concerned with social, economic or financial problems. It is also the President who alone exercises statutory powers by means of decrees.

A Senior Council for Education and Training - including teachers of the various grades appointed

on a personal basis - is consulted on all questions concerned with education referred to it by the government. The unions are not consulted when laws are being prepared and may affect them only by means of pressure from outside.

Sudan - The Federation of Teachers' Trade Unions reports that the adoption of the laws by Parliament is preceded by considerable discussion. In the case of a specific point referring to educational legislation, agreement is reached by the Ministry of Education and the Union prior to the debate in Parliament. The Union's views receive all the more attention in that it groups almost all the teachers of the various grades. It has taken the initiative in asking for a reorganization of the Ministry of Education in accordance with the various types and levels of education. A law on the unions serves as an organic law, by guaranteeing the right to form unions and laying down their rights and responsibilities.

Tunisia - The report of the National Union of Primary Education is too brief to permit any appreciation of the part played by Tunisian teachers in preparing educational policy, improving education in general, and drafting educational legislation in particular. It should be noted, however, that the 1958 reform, prepared by a national committee specially set up for that purpose, was the subject of wide consultation in which the teachers were able to play an active part.

ASIA

India - The Indian educational system primarily reflects the division of the country into Federated States, the considerable degree of competence in regard to educational legislation vested in these States, and consequently, the variety of existing laws. At national level, there is no group teacher participation, but it sometimes happens that teachers are designated in a personal capacity. This is not the case at State level. Teachers are elected to the Upper Houses of the various States, where they occupy seats reserved for their profession. In some States there are tripartite committees (specialists in pedagogy, representatives of teachers' organizations and representatives of local government), the members being designated by the government. These committees vary in composition, and, in view of the fact that they have only recently been established, their influence is still limited.

Republic of Korea - The leaders of the Korean Federation of Education Associations took part in drafting the Education Law of 1949, which sets up a decentralized educational system. Ninety-five per cent of the country's teachers belong to the Union, which, in the course of the last twenty years, has been able to exert constant pressure on the government from outside by formulating petitions and recommendations, and by organizing meetings. For example, the Union has successfully opposed attempts to return to a centralized system and to reduce the influence of the local authorities on the boards of education in the various countries. The Union acts unceasingly as a pressure group against abuses of power on the part of the central administration, and thanks to its activity a decisive step forward was made with regard to the reorganization of the Central Board of Education, which has been placed since April 1968 under the direct supervision of the President of the Republic and is composed of educational specialists and representatives of the various economic, cultural and social interests. The Board has 30 members, appointed by the government, and is assisted by 20 experts. Its competence extends to everything concerned with long-term educational planning. According to the report, the educational organizations are very well represented on the Board. Union action, for example, was for long outside the system, was then on a local level, then parallel, and is now tending to become integrated in the machinery for preparing educational laws.

Philippines - Legislative powers with respect to education are vested by the Constitution in Congress, which has created a Board of National Education responsible for shaping general educational policy at the national level. In co-ordination with the Department of Education, this Board is responsible for all matters related to the organization of the educational system - a most important fact, given the centralization of public education. This fact also explains the special importance which the Teachers' Association attaches to the task of bringing pressure to bear upon the national legislative bodies. The Philippine Public School Teachers' Association, to which 119, 145 of the 200, 000 teachers in the public sector belong, succeeded, in 1966, in securing the enactment of the Magna Carta for Public School Teachers, which is both a charter, a code of ethics and an organic law governing the relationship between government and teachers. In addition to the guarantee provided with regard to working conditions, the Magna Carta recognizes the right of national teachers' associations to take part in the shaping of educational policy and the establishment of professional standards - as a result of which the Philippine Public School Teachers' Association was assigned a seat on the working committees of the Board of National Education. The Association also voices its views during the Board's "public hearings". No particulars have been given as to the total number of seats assigned to teachers in these committees, nor even as to the respective powers of the working committees and of the Board of National Education. On the other hand, the Association does report that its strategy is geared to securing material improvements in the status of teachers rather than to improving education itself.

Through its campaigns to arouse public opinion and the campaign led by its pressure group, this Association has facilitated the passing by Congress of the "Salary Standardization Act", setting up a procedure for salary adjustments.

Teacher participation at the regional and local levels occurs predominantly through individual channels, directors and civil servants who are members of unions putting forward in their own name the Association's position during the process of adopting regulations affecting education.

Thailand - The law makes no provision for participation by teachers' organizations through institutional channels. Members of the Education Society did, however, have the opportunity to take part in devising the National Education Scheme (1960), which sets forth general educational principles.

LATIN AMERICA AND THE CARIBBEAN

Chile - A technical department, the Superintendency of Education, drafts and co-ordinates the various bills submitted to the legislative bodies for enactment. Union representation in this department is limited and hence cannot, on its own, sway the majority vote of the Superintendency. There is no organic law governing the relations between the State and teachers' unions, teachers being subject to the Civil Servants' Charter.

Nicaragua - According to the extremely concise report by the Federación Sindical de Maestros de Nicaragua, the responsibility for shaping national education policy lies solely with the government, in the event with the Ministry of Education, in which legislative powers are vested. The Federation is endeavouring to bring external pressure to bear in order to enforce its claims.

Peru - In Peru, laws are drafted by the legislative bodies and supreme decrees by the Ministry of Education, which is also responsible for framing specific regulations and which appoints various committees to formulate these in detail. The National Association of Technical Education Teachers (SINPET) reports that, by and large, teachers are not consulted, the sole exception being in the case of the Rules and Regulations of the Teachers' Charter, in connexion with which teachers' representatives were called in at the drafting stage in an advisory capacity. Some of their suggestions were adopted.

Trinidad and Tobago - The educational system and the forms of teacher participation established by the Education Act of 1966 and the Education (Teaching Service) Regulations of 1967 are identical to those existing in New Zealand. The draft bills of the above-mentioned Acts were submitted to the Trinidad and Tobago Teachers' Union, which made comments and proposed amendments, some of which were accepted, while others, bearing upon details of teachers' sick leave and study grants, have been shelved. It should be noted that teacher participation has been appreciable and increasingly institutionalized, in particular with regard to the drafting of regulations governing working conditions - as has, moreover, been the case in most of the countries included in the survey. The Union was in fact represented on a committee appointed by the government to draft the Education (Teaching Service) Regulations. Furthermore, the Union, which comprises over 50 per cent of the country's primary and secondary teachers, is assisting the National Education Council in its work. This advisory body at present includes delegates of the Union, who participate as fully-fledged members.

2. Private education

(a) Teachers' organizations in countries with a developed liberal economy

Austria - The public and private educational systems are governed by the law of 1952 and are subject to the same administrative control. Moreover, at the institutional level, and particularly in the matter of drafting laws, there is a considerable amount of give-and-take between the two.

However, though the same laws govern public and private education, the latter sector enjoys a certain latitude as regards the teaching methods employed. The State's contribution towards the costs of teaching staff amounts to 60 per cent of the total costs; consequently, it lies with the private establishments to ensure that their teachers enjoy parity of status and salary with those in public schools. The regulations and curricula of private schools are in fact also governed by State legislation.

Furthermore, over half the training centres for teachers and educators in general are private establishments. As a result, participation of teachers - as, indeed, of parents whose children attend private establishments - is also integrated in the machinery for consultation and participation of teachers in general. It may, furthermore, be noted that the Catholic Teachers' Association groups together Catholic teachers from both private and public establishments, and that teachers' organizations affiliated to various political parties (in particular to the People's Party, the Ö. V. P.) also comprise teachers from both sectors. Clearly, then, their participation in the drafting of educational legislation is secured within the general framework provided by the law.

France - Since 1959, the State has entered into so-called "contracts of association", or ordinary contracts, with private schools. In return for bearing the cost of teachers' salaries and various social welfare costs, the State exercises more or less strict control over curricula, time-tables and

school buildings. In the case of the contracts of association, where the State makes very substantial grants, private schools are integrated into the general educational system and are shown on the school zoning map. The private sector accounts for 70 per cent of enrolments in agricultural establishments, 35 per cent of enrolments in the "grandes écoles" (State higher professional colleges) and 25 per cent of enrolments in secondary establishments.

There are three private school teachers' unions, two of which are Catholic, while the third comprises primary teachers of both church-run and non-denominational schools. These unions bring a certain influence to bear upon the government and the National Assembly in matters of legislation, working in particular through the Association parlementaire pour la liberté de l'enseignement. They are represented on advisory bodies such as the Higher Council for National Education and the Higher Council for Technical Education, and they are also members of the Comité national de l'enseignement catholique. To give an idea of their work, these unions were able to secure amendments to and extensions of the laws in force.

Federal Republic of Germany - Two types of school are to be distinguished in the private sector - the "complementary" and the "supplementary" establishment. Only the former enjoy a dual status, as do certain Italian and Dutch schools. Such schools are particularly numerous at the general secondary level, while they account for only slightly fewer at the intermediate, specialized and primary levels. Teachers' professional associations take an active part in the drafting of laws by offering advice and by submitting proposals to the Länder and the Federal Republic authorities.

Italy - In contrast to the Austrian and French systems, Italy offers a typical instance of the coexistence of two different legal entities, namely a State-administered educational system and a system of private schools. Article 33 of the Italian Constitution establishes parity of status between public schools and schools that are recognized, "parificate" or of equivalent standard, (placed under State control, and differing from private schools properly so-called). Thus these recognized schools do in fact constitute a "dual" system, which is integrated in national education. This dual system is solidly established in certain sectors of education - accounting for all pre-primary schools till 1968, at which date State nursery schools were set up. Furthermore, it is extensively developed throughout primary, secondary and teacher education. Thus the union claims put forward by teachers belonging to the dual system form part and parcel of those of their fellow teachers in public schools - to such an extent, indeed, that a proportion of these teachers belong to the same unions, for example the Sindicato Nazionale Scuola Elementare (Si. Na. Sc. El), which is predominantly non-denominational, or the private school teacher-dominated associations, the Unione Cattolica Italiana Insegnanti Medi (U. C. I. I. M.) and the Associazone Italiana Maestri Cattolici (A. I. M. C.) which drafted the chapter on Italy in the report by the World Union of Catholic Teachers.

Moreover, both in their private capacity and as representatives of their unions, private school teachers are members of the Higher Council of Public Education, which is an advisory body in matters of legislation.

Netherlands - The Dutch educational system is similar to the Italian, the single difference being that the private sector is more extensive and accounts, depending on the educational level, for 63 to 93 per cent of all schools. The State assumes full responsibility for private primary education. As a result of this situation, there is close cooperation between the various public and private teachers' organizations, and teachers enjoy a legal status corresponding to their educational level. Furthermore, they must be consulted on all matters pertaining to salaries and working conditions.

Switzerland - Except in the case of the Federal University, legislative powers with respect to education are vested in the cantons, and in some the constitution guarantees the existence of private education. Private schools are frequently subsidized by the State and must, accordingly, apply the same curricula as public schools.

Teachers in private Catholic schools take part in the drafting of texts concerning educational objectives and methods. The forms of such participation are laid down by the Conference of the Principals of Catholic Schools, which set up a working committee for education, on which Catholic teachers' organizations are represented. This Committee is responsible for establishing a joint position with respect to educational policy. However, the influence exercised by teachers on legislation still remains minimal.

United Kingdom - The educational system in the United Kingdom is based on the distinction between "maintained" and "aided" schools belonging to the so-called dual system, and private schools which, by virtue of the Education Act of 1944, are independent. The organization of education is highly decentralized and is in the hands of 162 Local Education Authorities, which are the elected councils of counties and the larger cities. Private school teachers take part, through the National Advisory Council, where they are represented on the same basis as primary school teachers in the public sector, and through their associations (as well as by means of external action) in the drafting of educational legislation.

As regards working conditions, all such matters are governed by contractual agreements.

(b) Organizations in developing countries

Philippines - Private schools, as these are defined by Commonwealth Act No. 180, come under the control of the Bureau of Private Schools, which is responsible to the Department of Education, but they receive no government subsidy. The status of private school teachers, which is less specifically defined than that of their fellow teachers in the public sector, varies from school to school. Private school teachers can take part in the work of the Catholic Educational Association of the Philippines, one of whose aims is to secure greater participation in the shaping of educational policy. However, though teachers are members of the Board of National Education, which is an advisory body, participation usually occurs indirectly, through canvassing, meetings and so forth.

2. PLANNING AND CHANGES THAT HAVE OCCURRED IN SCHOOL ORGANIZATION

The problem of school organization is bound up with that of educational planning which, in many countries, devolves upon the various ministries concerned.

School planning does not, indeed, appear to be a wholly satisfactory term. It would, accordingly, be more proper to speak of programming, which term, being more general, is better suited to the wide range of situations which are characteristic of a given group of countries, whether they have an advanced, liberal economy or a socialist economy or are developing countries.

Structural reform, like all planning and programming operations, is twin-phased, and involves both formulation and practical implementation. Moreover, various problems arise, in connexion both with the powers of decision (or joint decision) and the relationship between national and local authorities. It is within this framework that teacher participation, whether individual or collective, must operate, teachers' associations or organizations being called upon both to defend the profession's interests and to improve the educational system.

Teacher participation in the structural overhaul of education, in terms of the legislation of the country concerned, operates essentially at two levels, namely, that of the drafting of a law, decree or regulation replacing or supplementing the legal provisions in force (the various aspects of such participation were dealt with in the foregoing chapter) and that of long-term transformation projects, at the national or local level or, on a more modest scale, within the individual school.

The replies of the various organizations notify no particular modes of participation in structural reforms except in cases where advisory bodies exist at the local level, teachers' efforts in this sphere being exerted essentially in connexion with the school zoning map; in all other respects, these replies refer back to the item concerning the framing of laws, decrees and regulations, with reference, where appropriate, to the existence of an advisory body of the order of the national board of public instruction.

Educational planning, and long-term planning in particular, is, in fact, of very recent date. Consequently, teachers' action in this sphere is governed by two vital conditions; alike in its formulation and its implementation, educational planning must be sufficiently independent of national planning and, in particular, of budgetary policy; moreover, it requires, in conjunction with national co-ordinating structures, a certain degree of decentralization of the forecasting and decision-taking process so as to enable teachers to benefit by their experience and standing within the area and within the local community. It emerges from the information supplied that it is above all at these levels that teachers are able to take part in projects designed to determine educational requirements. Governments do, in fact, frequently debar teachers from taking any part in the planning process, on the grounds that the problem is of national dimensions. Consequently, teacher participation in educational planning is almost nil in the majority of the developing countries upon which the survey is focussed. Chile is the only country to report such participation at the national level, while at the same time stressing the purely advisory nature thereof.

The greatest difficulty with regard to planning derives from the extreme diversity of the situations under consideration and from the fact that the channels for consulting teachers are not institutionalized. The extreme case is that of India, whose report not only fails to mention any form of participation but, it would seem, adduces the federal structure of the country to explain the absence of joint planning, owing to the lack of uniformity of the school network.

Teachers' associations and unions frequently instigate and sometimes actively promote educational planning when none exists in their country. Such is the case of the Republic of Korea, New Zealand and the Philippines (for New Zealand, this is more particularly a matter of long-term planning). National teachers' organizations welcome the action taken by experts on mission from the United Nations (Report of Trinidad and Tobago) and express appreciation of the activities of international teachers' organizations in the field of educational planning. Thailand's teachers, for example, emphasize the importance of the WCOTP Conference on Asia, which helped to promote the introduction of educational planning in their country. It should, moreover, be noted that even planning that is focused to a great extent on political and technical projects is not necessarily an obstacle to teacher participation. A typical example is that of Belgium where, since 1965, a Conseil national de l'enseignement de l'Etat (National

Board of State Education) has institutionalized a permanent procedure for consulting teachers' organizations and for studying problems of educational policy and school organization. Of the 33 members of this Board appointed by the Minister of Education, 14 are representatives of teachers' organizations and 10 are teachers selected on an individual basis. Moreover, several Conseils de Perfectionnement (advisory boards on improvements) have been set up to advise the Ministry on curricula, teaching materials and methods at the various educational levels. Teachers taking part in the work of these Conseils are selected from a list put forward by the teachers' organizations. At the present time, different Conseils are concerned with pre-primary and primary teaching, education for handicapped children, teacher, middle-level, technical and musical education and with the teaching of architecture and the arts. Similar teacher representation on special bodies responsible for planning is provided for in the following countries: Austria, Hungary, New Zealand, Sweden, USSR and Yugoslavia. In Israel, New Zealand and Sweden, the consultative bodies are not established on a permanent basis; they are rather joint commissions or committees, set up to devise a specific reform or scheme, and automatically dissolved once they have completed their task.

This joining of efforts at the highest level may take different forms, according to whether educational planning or curriculum forecasting is involved, to adopt the distinction drawn by the Israel Teachers' Association. In the first case, in fact, Israeli teachers sit on joint committees as advisers or consultants to the National Ministry of Education. By contrast, in the case of curriculum forecasting, they play a more important rôle, in view of the more technical character of this task, and are members of a joint curricular commission. It is worth noting that participation at the highest level may go beyond the terms of reference of the ministry responsible; in New Zealand, for example, the Education Institute, which is composed of primary school teachers and primary school teacher training staff organized, in conjunction with the other teachers' associations, a conference on the development of education. This meeting originated in the demand that priority in budgeting be given to education ("Save the Education Vote"). This pressure group policy led to the setting up, by the Ministry of Finance, of a Planning Committee, which regularly consults the teachers' organizations concerned.

The problem of aligning general economic planning with educational planning, on the one hand, and on the other, of reconciling the two essential goals of union action by teachers - the defence of members' interests and the improvement of the teaching system - arises once again with regard to the formulating of regional plans. The present survey is not, indeed, intended to deal with the requisite alignment of national and local planning in connexion with educational requirements, but it should be noted that in a number of countries in which participation has become an established fact, the problem arises in a new form. In Italy, for example, the implementation (and not the framing) of the educational plan devolves upon the regional school boards. Teachers' representatives were until recently appointed to serve on them in an individual capacity by headmasters. Following a recent reform, responsibility for designating the teacher members of these boards now lies with the representative teachers' organizations. In France, the alignment of educational and economic requirements takes place at the time of framing the regional plan (school zoning map) and is carried out by a special commission of the regional economic development boards (Conseils de développement économique régionaux) (CODER), on which teachers' associations are entitled to sit. In New Zealand, action at the local level is taken jointly by the directors and members of the Local Education Boards and the teachers' union. In countries which have a socialist-type socio-economic system (USSR, Hungary, Yugoslavia), a distinction is made at all levels with regard to teacher participation according to whether teachers are members of trade unions or "professional" organizations (Union of Pedagogical Societies and Institute of Educational Research). In the Soviet Union, the present-day trend is towards the transfer of responsibilities for the planning and administration of rural schools to the sovkhozes and kolkhozes.

This development, the purpose of which is to make teachers the privileged associates of the local authorities, has become current practice in Austria, Scotland (where teachers are members of the local boards) and the United States. In France, teachers sit with the representatives of the administration and of the workers' and employers' professional organizations on the departmental committees for technical education which are responsible for forecasting requirements in this field. The decentralization of the planning process entails increasing the autonomy of the working communities, even in the case of private education. This is so in the Federal Republic of Germany (joint administration-teachers working groups) and the Netherlands, where teachers in private schools enjoy a real monopoly of ideas and achievements, to quote the Catholic unions of this latter country. Elsewhere, the general plan is worked out on the basis of supporting plans which establish a pattern of forecasts for local school requirements; for example, in the Philippines, it is the responsibility of joint working committees, on which teachers in some cases sit, to draw up such supporting plans.

In which sectors of educational planning, then, do teachers' organizations mainly exercise an influence or even participate?

The first concern is to ensure application of

the principle according to which a given number of pupils per class must not, in the forecasting of future requirements, be exceeded. This concern, which is mentioned in the reports of Austria, France, Hungary, Japan, the Philippines and Scotland, is directly linked to the general problem of the shortage of teachers. Moreover, participation in planning has as its corollary the testing of new methods and structures conducive to the improvement of education. Teachers in Chile, as also those in private schools in Austria, Federal Republic of Germany and the Netherlands, are able to launch experimental projects (of the pilot secondary school type) for which they are jointly responsible. In Japan and New Zealand, teachers co-operate in the policy of increasing school enrolments in rural areas (area schools). Furthermore, action taken by teachers has led to various practical achievements: in Chile and Uruguay, the establishment of pre-vocational courses; in Israel and Uruguay, the unification of the school cycles; and in Israel and New Zealand, the enrolment of ethnic minorities in schools. Finally, in Korea and New Zealand, the demands put forward by teachers and the co-ordination of efforts that proved possible between them and the administrative authorities have led to the adoption of a long-term planning programme.

3. FORMULATION OF RECRUITMENT POLICY AND ORGANIZATION OF THE TRAINING AND FURTHER EDUCATION OF TEACHERS

The first point to be settled is whether, and how far, teachers are consulted in the defining of the criteria governing recruitment, as also how far they are involved in the application of recruitment policy. The problem of the training and further education of teachers will also be dealt with in this section, since the level of training and qualifications required directly affects employment policy. Moreover, the two questions are grouped together in the replies of the organizations themselves.

With regard to conditions of employment and work, teachers' participation in the establishment thereof dates back to an old tradition, teachers' unions having gained recognition by the State in a large number of countries as the representatives of the general, material and professional interests of the teaching profession. When discussing these questions, account should be taken of the particular situation in which the profession is placed, namely, that arising from the shortage of qualified primary school teachers. Unesco's report(1) on the position of teachers considered in the light of the Recommendation concerning the Status of Teachers establishes that this shortage affects over 60 countries. With the exception of Belgium, Hungary, Japan and the Philippines - this last country having a surplus of teachers - all the other countries covered by the survey suffer from such a shortage. This results ipso facto, in the employment of unqualified teachers and the lowering of recruitment standards. Many organizations refer to these problems in their replies: Austria, the Federal Republic of Germany, New Zealand and Switzerland in particular report a movement actively urging the raising of the standards of teacher-training institutes and the extension of the duration of studies in such establishments. The teachers' right to participate in the framing of recruitment, training and further education policies is frequently set forth in and guaranteed by their charter. This is so in Austria, Belgium, France, Hungary, Nicaragua, Peru, the Philippines, Sweden, USSR and Yugoslavia.

With regard to recruitment, participation can operate in two distinct phases, that of the definition of recruitment standards and, hence, of the level of qualification, and that of the application of these standards. In this second phase, two possibilities of action are, further, to be distinguished, the first relating to participation in the administration of the training structures, and the second to staff policy, and particularly to the participation of teachers and their professional organizations in the work of the competent authorities in connexion with examinations, the appointment and confirmation in their posts of teachers, whether at the level of the educational establishment or at that of the Ministry.

The organizations of the following countries give notification of participation in the recruitment of teachers: Austria, Belgium, France, Hungary, Israel, Italy, Korea, New Zealand, Nicaragua, Peru, the Philippines, Sweden, Scotland, Trinidad and Tobago, USSR, United Kingdom (including Scotland) and Yugoslavia. A distinction must, however, be made between those countries in which teachers play a real part in the determination of recruitment criteria and those in which they are merely consulted, whether by national advisory bodies or by expert committees responsible for the study of a particular aspect of the problem. There are, in fact, few countries in which teachers exercise an equal right to take decisions and are, accordingly, jointly responsible in this sphere. These few countries include Belgium, Hungary, Italy, Peru, Scotland, Trinidad and Tobago, USSR and Yugoslavia. In these countries there are high-level bodies in which the administration and the teachers' unions are jointly represented and which are empowered to define recruitment criteria and qualification standards. This joint responsibility is written into the teachers' charter; however, in Scotland and in Trinidad and Tobago, where there is no such charter, the teachers' representatives exercise this joint responsibility within particular bodies.

(1) Joint ILO/Unesco committee of experts on the application of the Recommendation concerning the Status of Teachers (2nd session, Paris, 27 April - 8 May 1970). Final Report. (CEART/II/1970/4, Chapter IX, p. 112 to 116). Paris, Unesco, 26 June 1970).

Such organic participation goes beyond mere consultation, in so far as equal representation is ensured, wherever the State is obliged by law to obtain the approval of the teachers' representatives with regard to any matter relating to recruitment and wherever the competent board, for example, the Teaching Council of Scotland, is empowered to take statutory decisions. In this connexion, the Teaching Council of Scotland is an interesting example of an institution which is one of the most advanced of its kind at the present time; its jurisdiction is, however, limited, its powers to make regulations being, to some extent, conferred upon it by the Secretary of State, whose decisions have power of law and cannot be abrogated except by the legislative bodies. To this must be added the fact that there are several categories of electoral colleges responsible for choosing the 25 elected members of this Council, which comprises 44 members in all. Moreover, of the 25 seats allocated to registered teachers, 15 are reserved for head teachers and principals of colleges of education, whose activities are essentially administrative.

Participation in the determination of recruitment criteria can also operate at the local level, in so far as teachers exercise control over the appointment of primary school teachers (as for example in Trinidad and Tobago), and wherever school regulations are established jointly by the regional authorities and the corresponding teachers' organizations. In Hungary and the USSR, teachers' unions take part in this work and cooperate with the selection boards; a third body, the Union of Communist Youth, which prómotes the recruitment of candidates for the teaching profession, also shares in the work of defining recruitment criteria. Yugoslavia boasts an even more advanced system; administrative decentralization has meant that recruitment criteria are determined by the school collectives, in the event by the Teachers' Council and Community Council of each school, federal law establishing only the general framework of recruitment policy. These collectives are fully empowered to organize competitive public examinations for the purpose of providing for the staff requirements of the various educational establishments.

The other reports which mention teacher participation in matters of recruitment specify that this goes no farther than the consultation of teachers' organizations, either through the national education boards or through the advisory committees which are concerned with teacher training in general or again through various commissions of experts. On their side, however, teachers can make a valuable contribution in respect of the pooling of information and ideas. In New Zealand, for example, the teachers' union instigated the appointment of specialist recruitment officers to the regional boards of education.

What happens when it comes to applying these criteria to the organization of the training and further education of teachers? Two kinds of participation are to be distinguished: on the one hand, the authorities may call on teachers to take part in the organization of such training and further education, or at least consult them on these matters and, on the other hand, national teachers' organizations may themselves undertake this work, in order to offset the shortcomings of the State in this field, or again to supplement the administration's efforts on those points with regard to which joint action has till then proved impracticable.

The first group of countries includes Austria, Belgium, Hungary, Italy, the Republic of Korea, Nicaragua, New Zealand, the Philippines, Sweden, Trinidad and Tobago, USSR, United Kingdom (including Scotland), Uruguay and Yugoslavia. In these countries, the teachers' unions send delegates to sit on boards with special responsibility for teacher training and on committees concerned with the further education of primary school teachers. These bodies may have their own independent structure, or they may function as the working committees of the national boards of education (New Zealand, the Philippines, Scotland, Sweden, Trinidad and Tobago, Uruguay), or again they may advise on training and further education within the framework of bodies having more general powers, such as the local boards in Austria and the "comités de consultation syndicale" in Belgium. In New Zealand and in Scotland, the national committees responsible for the training and further education of primary school teachers have been reorganized, at the instigation of those of their members who are themselves teachers, in terms of areas and districts, the better to meet local requirements.

In other countries, teachers' organizations have instigated reforms or assisted in devising them, and have gone on to play an important part in undertaking, in direct liaison with the State, the training and further education of teachers, though it must be added that there are no institutions responsible for specialized or overall coordination. In this case, we are dealing with administrative participation, such as is practised in Korea and in Nicaragua. The reports of Austria and the Philippines point out that the teachers' right to participate is more generally recognized in matters relating to the further education of primary teachers than in those affecting their recruitment and training.

In so far as the reports refer thereto, the results achieved by teachers in the field of teacher training have been primarily in connexion with teacher-training institutes and, more particularly, with the extension of training and the transformation of these establishments into genuine university institutes (Korea, New Zealand, Philippines, Trinidad and Tobago). In New Zealand, the teachers' union, which obtained a further year's training for future primary school teachers, agreed, per contra, to an increase in the numbers of

students per class during the period of adjustment, thereby reducing this same period by half. Furthermore, New Zealand's teachers took part in organizing refresher courses for married women who had formerly been teachers, in order to reduce the teacher shortage during this transitional period. Thanks to the platform that they shared with the local education boards, teachers were able to obtain for trainee teachers a genuine university education, under the direction of independent tripartite councils (administration, local boards, teachers), as also an increase in the number of students in training institutes. For their part, Philippine teachers have achieved a real differentiation of training according to the type of teaching involved. The reports from Hungary, New Zealand and Trinidad and Tobago furthermore point out that the teachers' unions provide courses which are given in educational institutes.

With regard to further education, teachers' organizations have for long been taking initiatives, frequently even before the school authorities have acted. Within the framework of their union activities, certain organizations undertake, alone or concurrently with the administration's action, all or part of the work of further education. This is true of teachers' organizations in Austria, Belgium, Ghana, Japan, Senegal, Thailand and Yugoslavia, which are all concerned, to various degrees, with the general or partial organization of teachers' further education; other associations' activities are focused mainly on further education courses and promotion courses (Austria, Belgium, Ghana, Japan, Senegal), on the awarding of supplementary study grants (Yugoslavia) and on the provision of teaching materials and textbooks (Thailand).

Some reports give particulars of the results of joint action designed to extend further education facilities; these particulars relate, inter alia, to the organization of vacation courses (Korea, Uruguay), study leave for experienced teachers (Nicaragua, Philippines) and to making courses wholly or partly free of charge.

The reports concerning the rôle of private school teachers' associations bring out the diversity of forms taken by further education activities organized either by individual schools or on a national scale. In France, Italy and Switzerland, private school teachers are, it is reported, not entitled to take part in study courses organized by the official administrations, whereas many activities designed to promote further education which are instigated by private school teachers are open to their fellow teachers in public schools.

4. DETERMINATION OF PROFESSIONAL STANDARDS, AND THE RIGHTS AND RESPONSIBILITIES OF TEACHERS

The question as to how far teachers have a s- in the setting of professional standards and application presupposes, first of all, that the teaching profession is governed by regulations or a code of rights and responsibilities and, as a corollary, that these are a determining factor in the event of any dispute or disciplinary action. The difficulties encountered in this connexion will be pointed out here, especially those involving civil freedoms and trade union activities. All matters relating to working conditions and teaching methods will be left to one side for the time being. The following will be examined in turn: (a) the case of teachers' organizations which are directly associated in the framing of a code of ethics; (b) the case of those which are merely consulted but which nevertheless participate in the work undertaken by the various competent bodies, though to a lesser extent; (c) the sectors in which the trade unions exert an influence.

(a) These are, in the first place, associations belonging to the following countries: Belgium, Hungary, India (West Bengal and Kerala), Italy, New Zealand, Nicaragua, Peru, Philippines, Scotland, Trinidad and Tobago, USSR, some States in the United States of America, Uruguay and Yugoslavia. In these various countries, relationships between the authorities and the teachers are governed by regulations or a gentleman's agreement worked out in common or by clauses inserted in the constitution or the labour code (Hungary, Nicaragua, USSR). In the Philippines and in Trinidad and Tobago the authorities have simply taken over the ethical code of the teachers' organizations.

Generally speaking, the regulations provide for the setting up of joint bodies responsible for the application of standards. At this level there are other differences, according to whether these bodies exist or not and, where they exist, according to their scope. The extreme case is that of Peru, where no provision is made for any form of joint negotiation in disciplinary matters and where technical education is not covered by the regulations. The same applies to the Philippines, where only the rights of teachers are arrived at by joint negotiation - their responsibilities are the subject of individual consultation. On the other hand, in Scotland it was the Teaching Council, through its supervision of the registration of teachers, which built up a set of precedents with regard to professional standards, leading to the establishment of a genuine teachers' charter.

(b) Austria, France, Ghana and Sudan merely refer to consultations. In these countries the teachers participated in a smaller way in the work of the bodies which framed the teachers' charter or the regulations governing the civil service in general.

The chief concern of teachers in this connexion is to set themselves up as an intermediary body for the defence and promotion of teachers' rights, so that they shall not find themselves alone, face to face with the authority of the State, against

which they would have no protection or redress.

In so far as the application of professional standards is concerned, at the national and the local levels, some national organizations do not have the same prerogatives as they have in the formulation of principles. Others, on the contrary, have more far-reaching rights. In France, for example, national joint commissions decide matters of discipline. In Austria "service committees" must be informed of any dispute and may defend the interests of the teachers involved. In this respect Scotland has the most progressive national system. Here the Teaching Council, on which elected teachers (teachers and head teachers) are in the majority, sets up from among its members an Investigating Committee and a Disciplinary Committee, on both of which teachers must be in the majority. Members of the one may not sit on the other. The task of the Investigating Committee is to deal with cases submitted to it concerning teachers who are suspended or who are likely to be struck off the register. If it thinks fit, it can refer cases to the Disciplinary Committee. Anyone applying for reintegration into the teaching corps may also lay the matter before this latter Committee. Competences are thus rightly separated. What is more, it is exceptional for the Secretary of State, who is responsible for education, to override the decisions of the Committee; if he does, he must give explicit reasons. The Disciplinary Committee's very wide powers of decision are strengthened by the fact that it can be summoned before the Court of Session in cases where a teacher is appealing against a decision of the Committee. This system is a rare instance of a clear limitation and separation of competences obliging each of the parties concerned to give a decision based on a full knowledge of the facts and to assume full responsibility for its acts. Belgium's committee for trade union consultation, giving decisions on appeal, has very similar characteristics, although its competences are more limited and the responsibility of the teacher-delegates is less committed.

The actual spheres of competence of State authorities, local authorities and teachers' organizations respectively are even more clearly apparent when it comes to the participation of teachers in the application of professional standards at the regional level or within a single institution. In the United States, for example, the rights and responsibilities of teachers have been codified chiefly as a result of the collective agreements concluded between the local education boards, which have to deal with this problem, and the elected representatives of the teachers' organizations. If, as a matter of principle, the code of ethics of the profession comes within the purview of the National Education Association, actual practice develops in a great variety of ways through collective bargaining, for certain State authorities do not see in this any contradiction with the government employee status of teachers. This is also the case in Austria, New Zealand and Yugoslavia, where teachers' organizations set themselves up at the local level as committees to protect the teaching corps, see that professional standards are maintained and represent their members in their dealings with the school authorities. This, of course, presupposes the granting of wide powers to the local authorities. In Hungary and the USSR regulations governing schools and day nurseries clarify the meaning and scope of the legislation promulgated at the national level. On the other hand, in Yugoslavia, for example, the self-governing bodies in the schools have still wider powers, assuming the entire responsibility for seeing that the professional standards of the teaching corps are maintained. This decentralization of authority at the local level affords the teacher real safeguards.

(c) Trade union action extends in different directions and takes various forms: the issuing of publications such as the Legal and Service Handbook on professional standards by the New Zealand teachers' organization; the adoption of disciplinary regulations (Hungary) distinct from those in force in the other professions; the granting of the status of teacher to teachers who hold a university degree, but not in education (Peru). It might finally be mentioned that the report from Japan states that teachers are not authorized to go on strike or to belong to a political party. The organizations in Sudan and Thailand, for their part, state that the articles of the Recommendation concerning the determining of professional standards have been incorporated in their claims.

In private schools, owing to differences in legislation from one country to another, the position with regard to the participation of teachers in this connexion is exemplified by the Federal Republic of Germany, where standards are laid down by contract and must be consistent with the legislation of the State and the Länder, the regulations of the schools and the particular situation of each teacher; or the Netherlands, where, owing to the predominance of private schools, the status of teachers is linked with categories; or again France, where such matters are settled both by collective bargaining and by joint commissions.

5. DETERMINATION OF TEACHERS' SALARIES AND THEIR CONDITIONS OF WORK AND EMPLOYMENT

It is in dealing with these matters that the traditional unions are most at ease, that the organizations have with time acquired a fund of experience which stands them in good stead and have important achievements to their credit as regards participation. In the various national and local legislations of the countries covered by the survey it is often recognized that the teachers have a rôle to play in the determination of salaries and employment conditions.

Various situations will be examined in turn: (a) those in countries where teachers' organizations are directly associated in the process of the determination of salaries and employment conditions, the corollary being that the State is obliged to obtain the prior agreement of the unions before applying any policy with regard to salaries and employment; (b) those in countries where teachers do not take part in the process of framing policies regarding salaries and working conditions, but where their right to negotiate is recognized.

(a) The first category includes the following countries: Austria, Belgium, Chile, Hungary, Israel, Italy, Peru, Scotland, Sudan, Sweden, Trinidad and Tobago, USSR, United States of America, Yugoslavia. In these countries teachers collaborate with the State in drawing up salary scales and working out rules to govern employment, career and working conditions. Collaboration takes place through civil service boards or joint committees set up to deal with such problems, as the case may be. However, it often happens that the action of these various bodies is limited by laws governing salaries and budgets. In Peru, for instance, teachers were associated in the determination of salaries by means of an adequate law, but the latter was interpreted in a restrictive fashion by the State and subsequently a law freezing all salaries was promulgated, with the result that application of the principles laid down jointly was seriously jeopardized. From this it may be inferred that the participation of teachers is effective only if general agreements are backed by the existence of some procedure for periodic consultation through joint bodies, as is the case in Austria, Belgium, New Zealand, Scotland and Sweden, for example.

Another very interesting procedure is the individual or collective signing of collective conventions on salaries, supplemented by agreements in writing. This is the procedure in some States in the United States of America, where a system of electing a bargaining agent to defend and unify the teachers' claims allows of teacher participation. Although more flexible than the preceding one, this procedure restricts participation to employer/employee relations. It is therefore hardly possible to talk about joint decision-making, let alone partnership between the teachers and the administration. In Austria, Belgium, Chile, Israel and Italy there is a trend towards social programming agreements, which result in real planning of the policy on salaries. The teachers' organizations are often represented by the predominating or sole trade union, which deals direct with the government. In Hungary and USSR, owing to delegation of the authority of the State right down to the trade unions and the existence of machinery for their participation, as mentioned earlier, these unions play a conciliatory rôle, as the Hungarian report puts it, vis-à-vis the various organs of the State, particularly with regard to the Education Ministry's budgetary policy.

In a decentralized system, such as is found in Austria, Sweden, the United States of America or Yugoslavia, negotiation takes place at the local level and may be tripartite. In Austria, for instance, local authorities, teachers' organizations and parents participate in the negotiations. In New Zealand, participation takes place at the national level, involving the central administration, the local education committees and the teachers' organization (the latter and the committees often having common positions). In Yugoslavia, the organs for the autonomous administration of educational institutions play an important part in laying down the criteria for the remuneration of teachers.

With regard to employment and careers, too, teachers ought to be able to play some part in working out conditions which affect the quality of the educational system. New Zealand teachers, for instance, have some control over the inspection of schools and the appointment of teachers. In this connexion, Yugoslav teachers have the same right with regard to the recruitment policy of their respective institutions. Austrian teachers' organizations have similar prerogatives and it is stipulated that they must be consulted on any bill directed towards changing the working conditions and status of teacher-training colleges. In New Zealand and Sweden teachers sit on the committees which deal with school buildings.

(b) The second category - countries where the teachers' right to negotiate is recognized - includes France, Japan, the Republic of Korea, the Philippines and Senegal. But this right to negotiate does not mean that the government is obliged to accept the proposals submitted to it. In Japan, for example, a law on local public services entitles the prefectural authorities to refuse any request for negotiation, to enforce their decisions and to oppose the drawing up of collective conventions in writing. In France it is the Civil Service Board which determines the base salaries and index classifications for teachers, while joint committees deal especially with career questions. In the Philippines a distinction is drawn between salaries and working conditions. Teachers do not participate in any way in the determining of salaries, which are fixed by a law promulgated by the State. Rules concerning working conditions, however, take into account the agreements reached by the local authorities and the teachers' associations - as is the case in New Zealand and Sweden.

In conclusion, attention should be drawn to the positive results of the demands made by certain teachers' organizations. In Hungary, the teachers' union succeeded in having salaries made a separate item in the budget, which means that when there is a credit balance, it is distributed in the form of bonuses to teachers of recognized merit. In the USSR, it is thanks to a trade union proposal that teachers in the far north have had their salaries increased from 15 to 30 per cent over those of teachers serving in the rest of the country.

In so far as private education is concerned - private schools recognized by the State, in Austria, the Federal Republic of Germany, the Netherlands and the United Kingdom - teacher participation in the determining of salaries, of rules concerning employment, of working conditions, is comparable to that of their colleagues in the public sector. However, organizations grouping teachers in the private sector must negotiate with the private school authorities, the local education board and the ministry and, in some cases, with their colleagues in the public sector. The reasons why discussions must take place at three levels before an agreement can be reached are twofold: firstly, shortage of teachers and recruitment of too many uncertificated teachers; secondly, in the case of recognized schools, the existence of legislation common to both sectors (private and public), which means that the various trade unions must bring their policies on teachers' claims into line.

6. PREPARATION OF CURRICULA, TEXTBOOKS AND TEACHING MATERIALS. DEVELOPMENT OF TEACHING METHODS. ORIENTATION AND ORGANIZATION OF RESEARCH

The various reports submitted often deal simultaneously with curricula and textbooks on the one hand and educational research on the other. The training and further education of teachers will of course come into this section, too, since teaching experience is central to methods and research.

Reports from the following countries refer to teacher participation in the preparation of curricula, textbooks, teaching materials and methods and in educational research: Austria, Belgium, Chile, France, Ghana, Hungary, India, Israel, Italy, Japan, New Zealand, Nicaragua, Peru, Philippines, Scotland, Senegal, Sudan, Sweden, Thailand, Trinidad and Tobago, USSR, United States of America and Yugoslavia. In all these countries, with the exception of Ghana, Israel, Japan, Peru and Senegal, the teachers are represented collectively in the bodies responsible for these various aspects. In the latter five countries, teachers are elected or appointed in a personal capacity to what are purely advisory bodies.

The bodies responsible for the preparation of curricula may therefore be decision-making bodies or simply advisory ones. A correlation is to be found between the existence of bodies dealing specifically with educational matters and the real association of teachers in the framing of national policy in this respect. On the other hand, bodies with more general terms of reference, such as an Education Board or a Conseil de Perfectionnement (advisory board on improvements), clearly correspond to a much more limited form of participation, generally individual. Bodies with specific terms of reference distinguish between matters relating to curricula (particularly curriculum reform) and those relating to the preparation of textbooks. When such commissions exist, teachers usually participate in the deliberations of the commission on curricula and the commission on textbooks, which work separately. The reports from Nicaragua and from Trinidad and Tobago mention only commissions dealing with textbooks; those from Austria and Chile mention only committees on curricula. The division of responsibilities between national, provincial and local administrative bodies determines to some extent the form of teacher participation. While in Belgium teachers are consulted only at the national level, it should be noted that in other countries teachers play a more important part since decision-making is more decentralized. Such is the case in France, India, the Philippines, the United States of America and Yugoslavia. France has been referred to owing to its policy with regard to textbooks: each individual teacher selects his textbooks in collaboration with the head of the institution concerned, except when the State has to provide the textbooks, in which case the Ministry draws up a limited list for teachers to choose from. In the Philippines and the United States of America, this matter is settled by direct agreement between the teachers and the local boards. In certain States of the latter country, teachers share in the decision-making on curricula and textbooks; they sit on ad hoc joint committees along with representatives of each district board. The joint decision made by the participants is embodied in an agreement in writing guaranteed by State legislation. Hungary and the USSR refer to close co-operation at the national level within the various existing committees. The New Zealand teachers' organization, the New Zealand Educational Institute (NZEI), appointed a curriculum specialist with the twofold mission of co-ordinating teachers' activities in connexion with curricula and maintaining liaison between the Education Ministry and the NZEI, which he advises in its negotiations with the authorities.

The situation with regard to textbooks differs fundamentally according to whether the country has a socialist or a liberal political régime. In the socialist countries, such as Hungary, the USSR and Yugoslavia, there is no textbook trade. Consequently the Education Ministry or the national institute of education finances the production of textbooks. In the above three countries, textbooks are selected by means of an open competition and the teachers' organizations co-operate with the administrations concerned. This is not the case in the other countries, where not only the State and the teachers are involved, but publishers as well. Unfortunately this aspect has not been dealt with in any of the reports.

In educational research, the teacher participation referred to is that of practising teachers (full-time or half-time). We are not concerned

here with teachers employed in the Education Ministry or inspectors and heads of institutions, or again with persons engaged in educational research, who are all former teachers. The crux of the matter is the organic or functional link between educational research and practising teachers. The revision of curricula and the testing of new teaching methods necessarily involve the active participation of the teachers concerned, the co-ordination of local and national research policies and perhaps even a general research policy. In nearly all the countries where teachers co-operate in the preparation of curricula and textbooks this participation extends to educational research as a whole. In the United States of America, the National Educational Association, most of whose members are teachers (not affiliated with the American Federation of Teachers), has, in addition to an extensive educational research section, standing committees for the study of specific subjects. Most countries have national or federal research institutes or, failing this, a standing committee on education, as in Peru.

Educational research seems to play a more systematic part in the organization of education in the socialist countries than it does in those with liberal economies. The Soviet and Hungarian trade unions indicate that research workers and teachers work very much in concert at the experimental stage: pilot schools and classes are sponsored, so to speak, by this or that research team. Except in Yugoslavia, each experiment usually has to have the prior approval of the administrative authorities and is often kept under the latter's constant supervision. The Yugoslav and Italian reports refer to more teacher participation in educational research than in the preparation of curricula and textbooks. The Yugoslav report also indicates that practising teachers are directly associated in research and that certain institutions can set themselves up as small independent research and experimentation units, their findings being passed on to the national educational research centre. The Philippines provides another example: under the teachers' charter and as a result of regional autonomy, certain regions have their own educational research centres and in educational institutions teachers holding a Master's degree can organize research on local problems with the collaboration of the administration.

What are the unions actually doing and what have they achieved? In certain States in India (West Bengal and Andhra Pradesh) and in Thailand, teachers' organizations have prepared model textbooks and educational films which have received State approval. In Thailand the teachers organize lecture tours in collaboration with the administration. In many other countries, teachers' unions play a particularly important rôle, mainly by means of lectures and courses and articles published in the specialized press. In Japan, Korea, Thailand and the United States of America, the organizations have their own educational research centres replacing those of the State or functioning side by side with them (Japan). In certain countries again (Ghana, Korea, New Zealand, Philippines) the State research centres have only just been founded. Other reports (Uruguay, Switzerland) appear to indicate that in these countries there are no such centres as yet and the teachers' organizations are pushing to have them set up. The New Zealand Educational Institute (NZEI) emphasizes the approaches which it has made to the authorities with a view to having more funds made available to the New Zealand Council for Educational Research to which it has submitted several research projects. The NZEI also provides a scholarship every five years for one of its members to undertake research.

Reports from associations of teachers in the private sector indicate that teacher participation, when it exists (Austria, Federal Republic of Germany, Netherlands), is remarkable for certain characteristics: the status of a private institution confers great autonomy with regard to experimentation and many experimental private schools owe their existence to this status. The three organizations in the above-mentioned countries report that private teachers have the chance of working with local study groups (Arbeitskreise in Germany) and that they play a leading rôle in the private teacher-training colleges.

II. EVALUATION

1. OBSERVATIONS ON TEACHER PARTICIPATION IN THE DRAFTING OF LAWS, DECREES AND REGULATIONS CONCERNING EDUCATION

Degree of centralization of the educational system

The primary factor governing teacher participation is the extent to which education is centralized. In countries in which there is an all-powerful central executive or legislature (President, Head of State, Government, Ministry of Education) and in which structures are highly centralized, the opportunities open to teachers to take action are, in fact, generally limited. This is so particularly in the following countries: Belgium, Chile, France, Israel, Italy, Japan, Senegal, Sweden, Trinidad and Tobago, Uruguay. By contrast, federal systems that allow of a considerable measure of local autonomy with regard to legislation and administration in these matters would appear to favour teacher participation, teachers electing delegates to various boards (provincial boards /Landesschulräte/ in Austria, local boards in the United States, the Council for Education and Culture of the Assemblies of the Federated People's Republics in Yugoslavia, the Upper Houses of the different Indian States). These delegates occupy the seats reserved for the teaching profession and are considered as fully-fledged members of these decentralized legislative bodies. In Yugoslavia, this is carried even farther; here, teachers are elected to, and take part directly and in their personal capacity, in the work of the Council for Education and Culture of the Federal Assembly, which decides upon laws governing general policy. In Austria, teachers sit on provincial boards in their personal capacity or as representatives of a union, or again as members of an organization affiliated to a political party. These examples illustrate why, in several countries (e.g. France, Republic of Korea, New Zealand) the unions are working to achieve the decentralization of structures, which would enable them to play a more important part in matters of educational legislation.

It should, however, be noted that a centralized system is not always an obstacle to teacher participation. In Belgium, for example, such participation is very considerable and occurs at the highest level, that of the national board of education (Conseil national de l'enseignement), which drafts laws and is both a parliamentary commission and a working committee. It should also be borne in mind that teachers' unions in socialist countries with a highly centralized educational system - as in Hungary and the USSR - are able to play a major part in the drafting of laws and regulations with respect to education. However, in many countries, the national boards of education have more limited prerogatives than is the case in Belgium: teachers are not always represented collectively and what representation they do enjoy is, in any case, a minority one. This is so in Chile, France, Israel, Italy, Republic of Korea, the Philippines, Senegal, and Trinidad and Tobago. In New Zealand, the collaboration between teachers' organizations and the Education Commission has proved particularly fruitful, although these organizations are not represented on this Commission. Lastly, in several of the above-mentioned countries, teacher participation operates solely on an individual basis (teachers being designated for such purposes by the authorities) and certain teachers' organizations find themselves arbitrarily excluded.

Teachers and public service

Education is considered to be a public service in all the countries covered by the survey, with the exception of the United States. Moreover, even in the United States, teachers are "local employees". This concept of public service allows a distinction to be drawn between the two types of private educational establishment, according to whether they are "associated", or private in the proper sense of the term. The main criterion for drawing such a distinction would appear to be the extent to which the State assumes responsibility for the various educational systems or establishments in relation

to the community's needs. Hence we can distinguish between the "associated", "supported" or "assisted" establishments - which are subject to State control and whose teachers have a legal charter and share more or less complete equality of status with public (government) school teachers and, accordingly, enjoy the same rights of representation in national consultative bodies - and the private establishments properly so-called, whose teachers do not enjoy such advantages. Schools of the first type exist in Austria, France, Federal Republic of Germany, Italy, Netherlands, Switzerland and the United Kingdom. The right of private school teachers to be consulted on the drafting of laws and regulations concerning education is directly dependent upon the scale on which private education exists in the country concerned. A borderline case is that of the Netherlands, where private education exists on a bigger scale than public education. In the Philippines, private establishments do not, despite their relatively large numbers, receive subsidies, private school teachers have no specific charter, and their right - which is subject to the authority of a Bureau of Private Schools - to take part in the work of the Board of National Education is extremely limited.

Institutional and legal guarantees of teacher participation

In countries in which teachers are civil servants, their rights are laid down by a Civil Service charter, to which all State employees are subject. Teachers' associations are generally members of civil service organizations and, as such, they have a say in, and are parties to, the decisions of joint boards or other bodies (as for example in Austria, Hungary, Sweden, the USSR and Yugoslavia). In other countries, such as Belgium, teachers are consulted through two channels, both through their own unions and through joint civil service bodies.

There are, moreover, countries (Chile is a case in point) where the civil service charter debars teachers from benefiting from an organic law governing the relationship between the State and their organizations. In Austria, the civil service charter operates in lieu of an organic law. In New Zealand and the Philippines, an organic law governs these relationships, while in the Sudan the relevant law is one governing the unions. In Hungary and the USSR, the Constitution, the Labour Code, the general trade union regulations as also the statutes and decisions of the trade union congresses stipulate teachers' rights in this matter: the teachers' union is directly integrated in the legislative structure of the State. In Yugoslavia, by contrast, the union's status is that of a socio-economic organization quite independent of the State; its rights are defined by the Federal Constitution and embodied in the principles of self-administration, and its position is that of an intermediary institution between the two.

The practice of consultation

In most cases, teachers collaborate in the drafting of regulations relating to education (though not in the drafting of bills); in matters of legislation proper, they are called in solely when their conditions of work are involved. This right is guaranteed by law in Belgium. Hungary, the Netherlands, Trinidad and Tobago, the USSR, the United States (at the local level) and Yugoslavia. In Italy, it is a matter of "common practice", so to say, of customary law, while in the Republic of Korea, such a right is guaranteed with regard to school planning; lastly, in New Zealand, teachers' organizations have obtained that the law be restricted to guarantees of general principles only, the methods of application being defined in close co-operation with the teachers' unions.

2. FORMS AND DEGREES OF TEACHER PARTICIPATION

Though it is true that teacher participation in the framing of educational policy and in the improvement of the system is largely governed by the social standing enjoyed by the profession, it is no less true that almost all countries suffer from a teacher shortage. This state of affairs is to be explained by the discrepancy existing between the rôle of teachers in society and their economic and socio-political status. That the reports of teachers' organizations all bring up this problem is due to the fact that these difficulties do not derive solely from problems of salaries.

In the industrialized countries, the social status of teachers has in fact deteriorated during the past fifty years, and their salaries have dropped until they are about the same as those paid to middle-level personnel and technicians. There are several reasons for this: scientific and technical development (extension of the range of intellectual occupations, the theoretical training for which has increasingly been provided by higher education); socio-economic factors (high cost of training, the monopoly exercised by the employer, generally the State); political and psycho-sociological conditions, distinguished by inadequate collaboration between the competent administration and the educators and between school and society. In this connexion, allusion may be made to the interesting surveys carried out by the French Commission for Education, Science and Culture on the specific issue of the teachers' status as represented in society and the teacher's image(1). With regard to teachers in the developing countries, the information collected recently in reply to an

(1) "La représentation de la condition du maître dans la société"; "L'image du maître", in Enfance (quarterly review) Nos. 2 and 3, April-September 1966. See especially pages 53, 58, 64.

ILO/Unesco questionnaire[1] would seem to indicate that, in many countries, teachers do not enjoy the consideration that is their due. By recognizing the need to call upon teachers' organizations in the framing of educational policy, the Recommendation concerning the Status of Teachers - adopted by an intergovernmental conference - clearly advocates the up-grading of their status.

This official recognition of the need for teachers to play an increasingly important part in the organization of education and in the specification of its content is also the consequence of the spread of democratic principles and the securing of civil liberties, together with the authorities' realization that teachers have a major contribution to make in the renovation of educational structures and methods, an area in which population increases, the democratization of education and the opening up of new horizons of knowledge have all made reforms essential. Consequently, the authorities are being led, more and more, to seek the collaboration of teachers, inasmuch as they are required to introduce pluralism into and to diversify the training structures so as to comply with the development of the community's requirements. Union action continues, of course, to be focused upon matters of employment and career; but such defensive action is no longer the only concern of teachers' organizations; increasingly, teachers are helping to determine the main lines of educational policy (in legislation, reforms and planning) and their activities are also focused upon improving education (curricula, educational methods and research).

Forms of participation

Teacher participation varies considerably, in the forms it takes, from country to country and from one field to another; it may operate through the channels of joint bodies, or through semi-official consultations or direct negotiations. It may, therefore, be institutionalized at different levels, or take place occasionally, when a specific problem is being examined. In both cases, there is a delegation of powers, and collaboration takes place, even if decisions are not necessarily taken jointly so that direct participation is involved. In other cases, the union launches activities running parallel to the action taken by the authorities, or puts forward claims, the essential elements of which are sometimes endorsed by the official bodies. which may authorize them and subsequently introduce them on a general basis.

With regard to the drafting of laws and the framing of educational reforms and plans, the part played by teachers matches that of other social and political groups, since these questions are of national importance and concern the whole community. In this connexion, the reports of the socialist countries mention that public discussions are held prior to the adoption of new measures and allude to co-operation between the unions' central bodies; this particular feature corresponds to a conception of the State in which the unions administer directly certain sectors of education (social work, further education of primary school teachers) and carry joint responsibility as institutions answerable for teachers as a whole, as well as forming part and parcel of the political structures of the State. Moreover, there is a certain form of consultation which operates within unitary trade union organizations grouping together all members of the civil service and usually including teachers.

On the other hand, the value of individual participation deserves to be stressed; thanks to it, the teachers' point of view can be taken into account, and the scope, if not of action, then at least of reflection on educational problems, is thus broadened. By and large, such individual participation takes place within expert committees and there are even instances of the members of these committees being chosen from a list put forward by the union, following the example of Sweden and New Zealand. In the majority of countries in which the government applies to such experts for advice, however, teachers' organizations do not take a direct part in the process of formulating educational policy, nor are they involved in the work of the various expert committees.

Joint participation can take several forms; it approximates to individual consultation when teachers have minority representation and when the advisory body has neither powers to make regulations nor administrative authority. In most countries, in fact, teachers may be appointed in their personal capacity - and not elected - to bodies such as the civil service board or the higher board of education. Even in the case of members of the teaching profession being authorized to represent a union and forming a group separate from the representatives of the administration, teachers remain in the minority on such boards. Their status in fact depends above all on the powers conferred upon such institutions by the State and on the obligation the State may be under to solicit their views and advice. In Belgium, France and Scotland the government must take account of the views expressed by the teachers and justify its decision, should it fail to comply with them. This is the rule in most countries when the question of salaries and working conditions is involved. In some countries, indeed, this right is guaranteed to teachers by the Constitution, by a statute or organic law. On the other hand, in Japan, Senegal and, in the private education sector, in the Philippines, the teachers' organizations complain of the impossibility of influencing the administration, even in the above-mentioned fields.

(1) Joint ILO/Unesco Committee of Experts on the Application of the Recommendation concerning the Status of Teachers (2nd session, Paris, 27 April-8 May 1970). Final Report (26 June 1970). 130 p.

As regards modifications of the structures and content of education, it would appear that teachers are consulted on the framing of regulations more than on that of laws. Generally speaking, teachers are fighting on two fronts to win improvements both in their working conditions and in the teaching system, with a view to promoting the advancement of the education service generally. In order to attain this goal, their involvement must be secured prior to the decision-taking process; it is essential that they be consulted on the actual drafting of the bills, and that they should have, in addition to an understanding of the specific problems involved, a coherent policy with regard to the organization of courses, teaching methods, financing, and so forth. Teacher participation in the work of the higher boards of education, which is becoming widespread practice, particularly in young countries, and the introduction of long-term planning impose fresh responsibilities upon teachers' organizations and compel them, as the WCOTP points out in its report, to train key personnel as specialists in all these matters.

Degree of participation

In some countries, as for example Austria, Belgium, New Zealand, Scotland and Yugoslavia, teachers' organizations are in fact parties to the determination of the main lines of educational policy. Teachers can also take on responsibilities with regard to the implementation of decisions taken, either within the framework of school collectives or joint councils responsible for defining and applying standards of qualification, or again in connexion with the task of overcoming temporary difficulties caused by a particular reform. It is, in fact, desirable that teachers' rights should entail responsibilities and that, in so far as is possible, the same joint bodies should be concerned both with the formulation and the application of educational policy, by setting up where necessary their own sub-committees to tackle particular problems. It has, in fact, been noted that specialist committees have the advantage of securing better representation for teachers and a more direct contact with the reality of the situation, in other words, an involvement in the application of principles and even, in a few exceptional cases, in the administration of matters in which they are specially qualified. The Scottish Teaching Council, the teacher-training school boards in New Zealand and the Yugoslav school collectives are excellent examples of this trend.

Nevertheless, the extent to which school administration is centralized affects the scale of opportunities for participation open to teachers - a fact that bears repeating. A decentralized system does, in fact, allow of a greater number of participants, and the interests of the local authorities are frequently closer to those of the teachers than are the interests of the central authorities. Teachers are, therefore, peculiarly well fitted to cope with local problems, thanks to their experience and the rôle they play in society.

There are, however, drawbacks to the decentralized system, for the extent of teacher participation varies from area to area, depending on how solidly established the union is at the regional or even local level. Moreover, the constitutional guarantees of teacher participation may be either non-existent or difficult to apply as a result of the resistance encountered at the various administrative levels, as also of the conflicts of interest arising between the central power and the local authorities. Austria, New Zealand and Yugoslavia provide examples of a synthesis of the two systems in the form of a tripartite administration, grouping together the State, the local authorities and the teachers' union.

Another problem is to define the powers and the terms of reference of joint bodies. The solution - if it is not to be found solely in constitutional law and the extent to which power is centralized - must be sought in "functional" collaboration based on efficacity. New Zealand's teachers, for example, have been concerned not to define too precisely their constitutional or statutory rights, specifically in order that these may be allowed to evolve to their benefit within a more auspicious context and with the balance of power more in their favour. They have laid greater stress on the need to assume responsibilities at all levels of educational organization. This is also the case in Austria, Belgium, Scotland, Sweden, Trinidad and Tobago and in Yugoslavia. These examples show that it is not enough to obtain declarations of principles; teachers must also ensure that their views are taken into account at each stage of the process designed to modify the structures, content and methods of education.

Article 75 of Section VIII of the Recommendation, which deals with relations between teachers and the education service as a whole, is particularly significant: "In order that teachers may discharge their responsibilities, authorities should establish and regularly use recognized means of consultation with teachers' organizations on such matters as educational policy, school organization, and new developments in the education service". This text has the virtue of bringing into prominence both the structuration and the permanence of the forms of participation in a context that is constantly evolving.

From participation to joint decision-taking

With regard to salaries and working conditions, Article 83 of the Recommendation advocates the establishment of "statutory or voluntary machinery". The survey records that such procedures exist in 14 countries, where the administration must obtain the prior agreement of the unions on these matters, either through channels provided by bodies with general powers or by means of

collective agreements or short- or long-term contracts. Such prior agreement implies the joint elaboration of salary levels and scales. In its scope, this definition goes far beyond the mere right to negotiate or the right to appeal in disciplinary matters, which entail for the State no obligation to work out such scales collectively or to come to any agreement, but commit it simply to consulting teachers.

A higher level of participation is thereby attained, that of association or, at least, of a joining of forces by social partners, in other words, the institution of a genuine system of mediation in the decision-taking process and the recognition of the teachers' union as a privileged partner. The keynote of this kind of organic participation is the autonomy of powers, real equality of representation and direct authority to take decisions in matters of organization and the framing of regulations. New Zealand, Scotland, Trinidad and Tobago and Yugoslavia are cases in point. Such concurrence must go beyond questions of salaries and, over and above the rights and responsibilities of teachers, embrace educational policy in toto: methods, planning, and the preparation and promotion of teachers. With regard to this last point, the provisions of the Recommendation itself have been transcended in New Zealand and in Yugoslavia. In connexion with teacher preparation, for example, Article 27 provides for only a very limited type of consultation: "Students as well as staff should have the opportunity of expressing their views on the arrangements governing the life, work and discipline of a teacher-preparation institution". As we have seen, however, in New Zealand and in Trinidad and Tobago the representatives of the teachers' organizations take part in the work of administering such institutions. In these countries, as also in Sweden and in the socialist countries, teachers' organizations have a final say in the appointment of teaching and school inspectorate staff. For this purpose, joint responsibility and a system of joint decision-taking have been instituted which go far beyond mere negotiation between social partners. In the above-mentioned countries, teachers' organizations take part in the actual process of framing education policy relating to the financing of education and to school buildings, within the legislative bodies themselves.

CONCLUSION

While all teachers' organizations claim the right to be autonomous, such autonomy is not yet an established fact in all countries. It is, however, frequently guaranteed by the Constitution, by organic laws, by tradition or by custom. Clearly, however, effective co-operation also requires that teachers' organizations fulfil certain essential conditions.

One such condition would appear to be that they be representative. It has been noted that participation in the formulation of educational policy is all the more effective and far-reaching when the organizations themselves are strong and united.

Another vitally important condition is that these organizations be competent in the various fields of educational policy. In order to be able to put forward valid arguments to the government departments, they must have competent services and members who are qualified in such fields as educational planning, curricula reform, teacher preparation, etc. Furthermore, it is desirable that members of the local organizations also be made alive to the problems that arise in these various fields, and that they be consulted on the ways and means of solving them. Thus, for participation by teachers' organizations in the formulation of educational policy to be truly effective, intelligence must be applied and powers of imagination and organization brought to bear, as indeed they must by any professional group that wishes to exercise its rights fully in present-day society.

ANNEX

EXTRACTS FROM THE RECOMMENDATION
CONCERNING THE STATUS OF TEACHERS

III. GUIDING PRINCIPLES

9. Teachers' organizations should be recognized as a force which can contribute greatly to educational advance and which therefore should be associated with the determination of educational policy.

IV. EDUCATIONAL OBJECTIVES AND POLICIES

10. Appropriate measures should be taken in each country to the extent necessary to formulate comprehensive educational policies consistent with the Guiding Principles, drawing on all available resources, human and otherwise. In so doing, the competent authorities should take account of the consequences for teachers of the following principles and objectives:

(a) It is the fundamental right of every child to be provided with the fullest possible educational opportunities; due attention should be paid to children requiring special educational treatment;

(b) all facilities should be made available equally to enable every person to enjoy his right to education without discrimination on grounds of sex, race, colour, religion, political opinion, national or social origin, or economic condition;

(c) since education is a service of fundamental importance in the general public interest, it should be recognized as a responsibility of the State, which should provide an adequate network of schools, free education in these schools and material assistance to needy pupils: this should not be construed so as to interfere with the liberty of the parents and, when applicable, legal guardians to choose for their children schools other than those established by the State, or so as to interfere with the liberty of individual and bodies to establish and direct educational institutions which conform to such minimum educational standards as may be laid down or approved by the State;

(d) since education is an essential factor in economic growth, educational planning should form an integral part of total economic and social planning undertaken to improve living conditions;

(e) since education is a continuous process the various branches of the teaching service should be so co-ordinated as both to improve the quality of education for all pupils and to enhance the status of teachers;

(f) there should be free access to a flexible system of schools, properly interrelated, so that nothing restricts the opportunities for each child to progress to any level in any type of education;

(g) as an educational objective, no State should be satisfied with mere quantity, but should seek also to improve quality;

(h) in education, both long-term and short-term planning and programming are necessary; the efficient integration in the community of today's pupils will depend more on future needs than on present requirements;

(i) all educational planning should include at each stage early provision for the training and the further training of sufficient numbers of fully competent and qualified teachers of the country concerned who are familiar with the life of their people and able to teach in the mother tongue;

(j) co-ordinated systematic and continuing research and action in the field of teacher preparation and in-service training are essential, including, at the international level, co-operative projects and the exchange of research findings;

(k) there should be close co-operation between the competent authorities, organizations of teachers, of employers and workers, and of parents as well as cultural organizations and institutions of learning and research, for the purpose of defining educational policy and its precise objectives;

(l) as the achievement of the aims and objectives

of education largely depends on the financial means made available to it, high priority should be given, in all countries, to setting aside, within the national budgets, an adequate proportion of the national income for the development of education.

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Teacher-preparation institutions

27. Students as well as staff should have the opportunity of expressing their views on the arrangements governing the life, work and discipline of a teacher-preparation institution.

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VI. FURTHER EDUCATION FOR TEACHERS

32. Authorities, in consultation with teachers' organizations, should promote the establishment of a wide system of in-service education, available free to all teachers. Such a system should provide a variety of arrangements and should involve the participation of teacher-preparation institutions, scientific and cultural institutions and teachers' organizations. Refresher courses should be provided, especially for teachers returning to teaching after a break in service.

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VIII. THE RIGHTS AND RESPONSIBILITIES OF TEACHERS

Professional freedom

61. The teaching profession should enjoy academic freedom in the discharge of professional duties. Since teachers are particularly qualified to judge the teaching aids and methods most suitable for their pupils, they should be given the essential rôle in the choice and the adaptation of teaching material, the selection of textbooks and the application of teaching methods, within the framework of the approved programmes, and with the assistance of the educational authorities.

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66. The authorities should give due weight to the recommendation of teachers regarding the suitability of individual pupils for courses and further education of different kinds.

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Responsibilities of teachers

70. Recognizing that the status of their profession depends to a considerable extent upon teachers themselves, all teachers should seek to achieve the highest possible standards in all their professional work.

71. Professional standards relating to teacher performance should be defined and maintained with the participation of the teachers' organizations.

72. Teachers and teachers' organizations should seek to co-operate fully with authorities in the interests of the pupils of the education service and of society generally.

73. Codes of ethics or of conduct should be established by the teachers' organizations, since such codes greatly contribute to ensuring the prestige of the profession and the exercise of professional duties in accordance with agreed principles.

74. Teachers should be prepared to take their part in extra-curricular activities for the benefit of pupils and adults.

Relations between teachers and the education service as a whole

75. In order that teachers may discharge their responsibilities, authorities should establish and regularly use recongized means of consultation with teachers' organizations on such matters as educational policy, school organization, and new development in the education service.

76. Authorities and teachers should recognize the importance of the participation of teachers, through their organizations and in other ways, in steps designed to improve the quality of the education service, in educational research, and in the development and dissemination of new improved methods.

77. Authorities should facilitate the establishment and the work of panels designed, within a school or within a broader framework, to promote the co-operation of teachers of the same subject and should take due account of the opinions and suggestions of such panels.

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Teaching aids

88. 1. Authorities should provide teachers and pupils with modern aids to teaching. Such aids should not be regarded as a substitute for the teacher but as a means of improving the quality of teaching and extending to a larger number of pupils the benefits of education.

2. Authorities should promote research into the use of such aids and encourage teachers to participate actively in such research.

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Hours of work

91. Teachers should be provided time necessary for taking part in in-service training programmes.

92. Participation of teachers in extra-curricular activities should not constitute an excessive burden and should not interfere with the fulfilment of the main duties of the teacher.

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Teacher exchange

104. Authorities should recognize the value both to the education service and to teachers themselves of professional and cultural exchanges between countries and of travel abroad on the part of teachers; they should seek to extend such opportunities and take account of the experience acquired abroad by individual teachers.

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School buildings

110. In the planning of new schools representative teacher opinion should be consulted. In providing new or additional accommodation for an existing school the staff of the school concerned should be consulted.

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XII. THE TEACHER SHORTAGE

142. In developing countries, where supply considerations may necessitate short-term intensive emergency preparation programmes for teachers, a fully professional, extensive programme should be available in order to produce corps of professionally prepared teachers competent to guide and direct the educational enterprise.

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